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ABSTRACT

The study by the Educational Priorities Panel, a coalition of 25 parent and civic organizations serving as an independent fiscal watchdog over New York City's Board of Education, examines the expenditures of the special education budget. Findings and recommendations are presented for each of four chapter topics (sample recommendations in parentheses): organization of the Division of Special Education (reorganization to allow greater coordination with regular education); growth and construction of the special education budget (more frequent administration of licensing tests for teachers, supervisors, and administrators); the current budget (coordination of itinerant special education guidance counselors); and expenditures (application of strict budget modification and position controls). (CL)

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CHARTING NEW DIRECTIONS: A BUDGET ANALYSIS OF THE DIVISION OF SPECIAL EDUCATION

July 1981

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CHARTING NEW DIRECTIONS:
A BUDGET ANALYSIS OF THE
DIVISION OF SPECIAL EDUCATION

SUMMARY

Introduction

The education experience of a student with a handicapping condition is fraught with difficulty. One may need special tutors to conquer reading; another may need a speech therapist in order to communicate effectively; and still another may need a controlled environment in order to learn. The rights due children with handicaps, so that they may have an equal educational opportunity, have just begun to be recognized. Unfortunately, the long overdue entrance of these students into the public schools has taken place at a time when cities are faced with increased financial difficulties. Certainly, in order that children get the most from services provided with limited tax dollars, the use of funds for special education must be closely monitored.

The Division of Special Education (DSE) within the Board of Education (BE) is responsible for the expenditure of $290 million, almost 11.5 percent of the total Board budget. In the midst of the 1975 fiscal crisis, the Deputy Chancellor noted that DSE was in transition due to the rapid growth of the handicapped population being served in the public schools and the increasing reporting demands required by government. In 1981, this same observation can be repeated. In fact, the handicapped population being served has doubled since 1975.

Therefore, the Educational Priorities Panel, a coalition of 25 parent and civic organizations which serves as an independent fiscal watchdog over New York City's Board of Education, has prepared two studies on special education. The first study, released on March 5th, 1981, examined the inadequate federal and state financing of New York City's special education programs. This second study examines the expenditures of the special education budget to determine what the dollars are buying.

Although this is not a management study, it must be noted that this Division has had three directors in as many years and several chiefs of operations. On July 8, 1981, yet another director will be appointed. So while this is only a study of what the dollars are buying, it unavoidably raises certain management issues. These include staffing patterns in administration, instruction and support services, and the efficiency and effectiveness of the reorganization of the Division which is currently proceeding. Further investigation should be conducted to determine the managerial implications of the situations this study uncovers. This study has investigated areas involving funding and resource allocation and makes several important recommendations for greater coordination and equity.

EPP has chosen to conduct this study because the Panel thinks that every dollar in the educational budget must be used wisely for the benefit of children. The findings and recommendations are presented to assist in the current re-examination and restructuring of the Division of Special Education with the goal of getting maximum services from the special education budget. The findings reveal that the Division's delay in making major policy decisions has impaired

special education services.

The first chapter of this report will describe the organization of the Division of Special Education. The effects this organization has on the delivery of services in the schools will be illustrated by several case studies of programs within schools in the second chapter. They reveal that patterns of special education service delivery vary widely, largely due to differences in philosophy and, probably more importantly, to differences in the allocation of resources.

For example, the presence or lack of a coordinator or teacher-in-charge (with minimal other teaching duties) and the role of the principal seem to make a significant difference in the administration and quality of special education programs and their coordination with the rest of the school.

Furthermore, fragmented support services, including itinerant and part-time help, is a constant hindrance.

Coverage for lunch and duty-free periods remains chaotic, and recruitment problems continue to plague teachers and administrators alike.

Finally, high schools are subject to different funding patterns which have made the planning and funding of special education programs particularly difficult and lacking in accountability.

The issues raised by these case studies will then be further explored in the rest of the report by looking at the budget process and the allocation of funds.

Conclusions

The Division of Special Education is responsible for educating

more than 90,000 of our most vulnerable public school students. This study underscores repeated problems, in every area that arise from the administrative confusion at the Division. The failure to establish a coherent policy has produced a patchwork structure. Lines of authority are unclear and funding responsibilities are confusing. Several administrative layers are established, none of which is fully staffed and operational.

As the Board of Education discusses yet another reorganization of special education services, the following issues must be resolved as the foundation of any new design.

- The administration of the Division of Special Education must be pared down. Whether districts or regions are finally identified as the administrative unit, duplicative offices should be dismantled. The Division's resources and staffing must focus on school-based services and on serving the child in the classroom.

- The Division of Special Education must establish clear lines of supervision and authority. Only then can education programs be monitored. Accountability is an essential component of a system that is dispersed among almost 900 schools. For every program, there must be one person with clear authority who can be answerable to parents and students. Complementing this responsibility, there should be a system of monitoring and sanctions to ensure that all programs comply with federal, state and city mandates and standards of quality.

- On the school level, special education classes should be clustered to provide a range of services. It is important that a

staff person be designated as a coordinator and have the time available to integrate the special education services with other education programs in the school.

- Recruitment efforts must be a priority, to ensure that there are sufficient numbers of personnel to staff the system. Appropriate and timely licensing should be recognized as an important component of effective recruitment.

- As staff and resources are added, they must be allocated in an equitable manner.

The recent increase in the number of students receiving special education services demonstrates the Board of Education's commitment to identify students with special needs. It is now time to fulfill this commiment by providing the highest quality services to all children needing special education.

CHAPTER 1 - DSE's ORGANIZATION (pp. 3-11)

Findings

Special education personnel are responsible to the central division, and tend to be isolated from other school-based operations.

The budget does not reflect DSE's organization, staffing patterns and lines of responsibility because the organization keeps shifting, and some budget positions do not reflect the actual duties of the person employed on that line.

The division of administrative responsibilities among the central office, the regions and the districts is ill-defined.

There is no central supervisory structure for related services, which often impairs service delivery. There are only six filled positions of the 32 budgeted district

managers which results in a lack of coordination between support and instructional services in the field.

Recommendations (pp. 10-11)

The Division needs to organize its administrative and supervisory units to allow the Division to function as one system and to coordinate adequately with regular education programs. The following goals should be the focus of any reorganization: a lean administration, clear supervisory lines within the Division, and integration of special and regular education programs at the school level.

CHAPTER II - CASE STUDIES (pp. 12-30)

Six case studies (2 elementary schools, 2 junior high schools, 2 high schools) are presented to illustrate the service implications of budget and expenditure patterns which are examined in the remainder of this report. Overall the programs reflect these differences: different levels of involvement on the part of the principal; different staffing levels for supervision and for support; different classroom organization patterns; and different degrees of coordination and integration in the school.

CHAPTER III - GROWTH AND CONSTRUCTION OF THE SPECIAL EDUCATION BUDGET (pp. 31-60)

Special Education Enrollment Over Time (pp. 31-37)

Findings

Between the 1975-76 and 1980-81 school years, the number of students in special education has grown 100%, not including students served by the Bureau of Speech Improvement.

The sharp decline in the population served by the Bureau of Speech Improvement since the 1975-76 school year and the reappearance of the population in the 1980-81 school year after the State began providing special education funding for these children, is a dramatic example of both change in the type of student receiving services and the effect of funding allocations.

In the 1978-79 school year, the learning disabled were added as a new handicap category eligible for state aid. Since then, the number of students identifed as learning disabled has increased almost nineteen times.

Since the 1975-76 school year, the HC-30 population has increased 250%. The number of children with emotional handicaps being served has increased 52% since the 1978-79 school year. Together with the HC-30 population, these two handicaps comprise almost 50% of the total handicapped population being served in the schools.

Special Education Expenditures Over Time (pp. 37-42)

Findings

Prior to FY 1979, there was a wide divergence between growth in dollars for special education and growth in the handicapped population bein served, with dollars growing less rapidly than enrollment. This is no longer the case -- dollars and enrollment are growing together.

The Per Pupil Cost of Special Education Programs (pp. 42-47)

Findings

Per pupil costs (based on classroom staff only) for special education programs for children with various handicapping conditions range from a low of $810 per pupil in resource rooms (plus the student's cost in the regular classroom which may be $600-$950 more for teacher salaries alone) to $3,149 for children with multiple handicaps. The State granted temporary variances from required class sizes because of teacher recruitment difficulties have reduced costs for most, but not all programs.

The Construction of the Budget (pp. 48-60)

Findings

The construction of the budget is based upon register projections and staff ratios.

For 1980-81, total register projections were correct although the underlying assumptions were not accurate. 21% fewer evaluations than projected were completed but the actual number of students placed in programs was also different from the projected rate.

By March 1, 1981, in addition to 4,624 students awaiting a site offering, at least 4,514 students had been evaluated, but not placed because of processing delays.

Budgeted staffing ratios did not account for recruitment difficulties which resulted in 284 classroom teacher vacancies as of May, 1981 and a budget surplus. Some positions are not formalized for examinations; examinations are given very infrequently, and grading is slow, leading to large numbers of per diem certifications, further discouraging recruitment, exacerbating turnover, and compromising program integrity.

Recommendations (p. 60)

The Board of Education should formalize special education positions as quickly as possible so that teachers, supervisors and administrators may be properly licensed and paid and have the full authority of their positions. Vigorous recruitment efforts should be undertaken and alternative methods explored. Licensing tests must be given more frequently and graded expeditiously.*

Future projections for staff needs should take into account the experience of this year concerning placement rates and patterns. Furthermore, the Board should investigate the cause for the delays in the process of obtaining Option A parental consent forms.

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* The EPP has consistently advocated the elimination of the Board of Examiners and alternative certification methods are under discussions at the state level. However, as long as the Board has the responsibility of producing hiring lists, it must fulfill that function in a timely manner.

CHAPTER IV - THE CURRENT BUDGET (1980-81) (pp. 61-96)

Introduction (pp. 61-66)

Findings

DSE's budget for FY 1981 is composed of administration (4.9%), support (17.6%), and instruction (70.6%).

Support Services (pp. 65-72)

Findings

There are few positions for special education guidance counselors budgeted in the community school districts. Presently, there is a paucity of school-based support teams budgeted in the school districts.

However, some districts have better staffing than others. Guidance counselors range from a ratio of counselors to handicapped studentsof 1/247 to 1/859. The ratio of SBSTs to referrals ranges from 1/13.5 to 1/57.1.

Recommendations (p. 72)

As additional SBSTs are added, the Board of Education must assign them in an equitable manner.

Also, since guidance counselors play an important role in special education and are in scarce supply, an effort should be made to coordinate the service activities of itinerant special education guidance counselors. Furthermore, the activities of regular guidance counselors and special education counselors should be coordinated so that all children receive appropriate guidance services.

Instruction (pp. 73-78)

Findings

The distribution of teachers budgeted for special education programs reflects the distribution of the types of handicapped students in the community school districts.

District Budgets (pp. 79-83)

Findings

Funding allocations to the districts for coverage in special education programs are complex. Depending on the type of handicapped student served, the responsibility for teacher coverage of classes shifts between the Division of Special Education and the Community School Districts. Emotionally handicapped, neurologically impaired emotionally handicapped, and Track IV students are dismissed one period earlier because the State law requirement for a full day is claimed to be met by instructing these students during lunch.

Recommendations (p. 82)

Responsibility for all coverage must be vested in one place. Sharing coverage responsibilities for special education classes impedes continuity and the auditing of resource allocation.

Unless a child's Individual Education Plan dictates otherwise, students should have a full school day and a separate lunch period with other students.

High Schools (pp. 84-91)

Findings

The Division of Special Education and the Division of High Schools (DHS) share the responsibilities of overseeing special education in the high schools according to no apparent division based on needs or capabilities. Although DSE staffs the special education classes in the high schools, DSE and DHS share supervisory and administrative duties. In return for this, funds are allocated to the high schools through the high school allocation formulae in a piecemeal approach through the use of (1) a small unit allotment based on the previous year's special education register; (2) the curriculum index which affects both staff and supplies (OTPS); and (3) special education teachers in regular classrooms. Next year a fourth allocation will be funded through an additional $200 per capita allotment in the unit allocation.

Recommendations (pp. 90-91)

The Board of Education must make major policy decisions to determine the needs of special students in the high schools and who will be responsible for meeting those needs and monitoring the services, the Division of Special Education or the Division of High Schools. After these decisions have been made, resources can be allocated in a more rational system.

Transportation (pp. 91-96)

Findings

25.7% of all handicapped students with handicapping conditions are served outside the home district. Most are bused. The Board of Education expects to bus 39,000 students by May 1981 for a cost of approximately $101 million. Districts with a high space utilization rate have a greater tendency to send students outside the district for services. Conversely, districts with a low space utilization rate tend to serve students from outside the district. However, this simple relationship does not explain all busing patterns. Some districts send out and take in equivalent numbers of students. The greatest percentage of students served outside the home district are in programs for the neurologically impaired emotionally handicapped. 5.6% of all students with learning disabilities in the city are served in generic resource rooms outside the home district.

Recommendations (pp. 95-96)

Special education staff should try to return special students served outside their home district back to the home district where appropriate programs exist in the home district and travel training has been provided. Times of articulation, when a child progresses from elementary to junior high or junior high to high school or when his/her Individual Education Plan is reviewed are ideal to return the child to the home district. Parents should be solicited

for their approval to bring their children back to the home district for services. The rapid growth of generic resource rooms in the districts which serve students with learning disabilities should provide students access to a resource room in the home district. As other special education programs proliferate, the need to send all types of students with handicapping conditions outside the home district for services should decrease.

CHAPTER V - WHERE THE DOLLARS ARE GOING (pp. 97-112)

Introduction (pp. 97-99)

Findings

As of May 1, 1981, there were 1,984 vacancies at the DSE. A mid-year projected surplus was reallocated to fund one-time expenditures at the Board, but was not used for special education services because DSE did not request a budget modification.

Administration and Supervision (pp. 99-105)

Findings

There were 102 vacant budget positions in administrative and supervisory personnel. The approved budget for DSE included 123 more positions than appear on the April payrolls. Some of these vacancies exist for establishment of regional offices which are only partially staffed. However, payrolls for some units exceed budgets. Some of these have fewer staff than budgeted, but at higher salaries.

The total administrative costs for regional offices was $2.24 million by November 1980. Costs range from $26 to $46 per pupil in the regional offices.

Support Services (pp. 105-111)

Findings

The major problems with support services are staffing problems. No district has enough school based support teams; some districts in poverty areas are not able to fill their lines. The range is from one team for every

7.7 referrals to one team for every 67.5 referrals. In fact, the actual disparity is even wider than originally budgeted. The shortage of occupational and physical therapists is critical.

Recommendations (p. 111)

Strict budget modification and position controls should be applied to DSE. Personnel should be hired only when essential and within the salary range for which they are budgeted.

Support services (including SBWTs, guidance counselors and occupational and physical therapists) must be enriched and assigned equitably. Coordinating school services with developmental disabilities centers and other private clinics should be explored to supplement support services. All possible recruitment and planning efforts should be pursued to attract professional staff.

INTRODUCTION

The education experience of a student with a handicapping condition is fraught with difficulty. Some need special tutors to conquer reading; some need a speech therapist in order to communicate effectively; some need a controlled environment in order to learn. The rights due children with handicaps, so that they may have an equal educational opportunity, have just begun to be recognized. Unfortunately, the long overdue entrance of these students into the public schools has taken place at a time when cities are faced with increased financial difficulties. Certainly, in order that children get the most from services provided with limited tax dollars, the use of funds for special education must be closely monitored.

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The first chapter of this report will describe the organization of the Division of Special Education. The effects this organization has on the delivery of services in the schools will be illustrated by several case studies of programs within schools in the second chapter.

The issues raised by these case studies will then be further explored in the rest of the report by looking at the budget process and the allocation of funds.

CHAPTER I

DSE's Organization

Findings

Special education personnel are responsible to the central division, and tend to be isolated from other school-based operations.

The budget does not reflect DSE's organization, staffing patterns and lines of responsibility because the organization keeps shifting, and some budget positions do not reflect the actual duties of the person employed on that line.

The division of administrative responsibilities among the central office, the regions and the districts is ill-defined.

There is no central supervisory structure for related services, which often impairs service delivery. There are only six filled positions of the 32 budgeted district managers which results in a lack of coordination between support and instructional services in the field.

A. Introduction

The Division of Special Education has dramatically altered the delivery of services to students with handicaps in the past few years. Problems that have plagued the Division since its sudden growth are being addressed, specifically the long waiting lists for evaluation services, for placement in a special education setting and for related services such as counseling, and occupational therapy.

The 1979 decree in the Jose P. case,* affirming students' rights to timely evaluation and placement, has also had a significant impact on the Division of Special Education. January and April Plans were required under the judgment to detail the implementation of the

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* Jose P. et al v. Ambach et al, United Cerebral Palsy v. Board of Education et al, and Dyrcia S. et al v. Board of Education et al.

decision. The ongoing oversight of the Special Master, appointed by the court to resolve disputes between the parties over implementation, and monitoring by the plaintiffs and friends of the court continue to guide DSE's organization. However, much remains to be done.

Services for children with handicaps are delivered through a centralized system housed in the Central Board of Education and 6 regional offices (1 in every borough, 2 in Brooklyn). Special education teachers are placed by the Division of Special Education, and they report through special education channels, and not to the school in which they may be assigned. Although school principals participate in their evaluations, special education teachers are supervised by special supervisors from the Division. The effect of these two reporting systems is to further isolate the Division from the school-based operations.

Since DSE's organization is still changing, it is difficult to clearly describe the Division's organization and to delineate lines of responsibility within the organization. Separating administrators and supervisors from staff who work directly with students is impossible on the basis of the budget alone because in some areas both types of positions are included in one budget code. Another obstacle to understanding DSE's organization is that certain titles in special education have yet to be formalized. Tests and licenses for them do not exist and eligibility and precise responsibilities of the jobs remain unsettled. Since no official title or budget line has been provided, staff acting in untitled positions appear in the budget under their licensed title and are paid according to that title. For example, an acting District Manager could be a

licensed guidance counselor and therefore would appear in the budget as a guidance counselor and not as a District Manager. Although this practice is not peculiar to DSE, it makes it very difficult to track what positions are budgeted and on payroll in DSE's numerous offices.

There are four broad functions that comprise the delivery of special education services. They are: program (which includes instruction, evaluation, teacher training and curriculum development); personnel; budget; and monitoring. Questions concerning where responsibility for these functions should lie, at the district, regional, or central level, are being considered and the current organization of DSE reflects those questions.

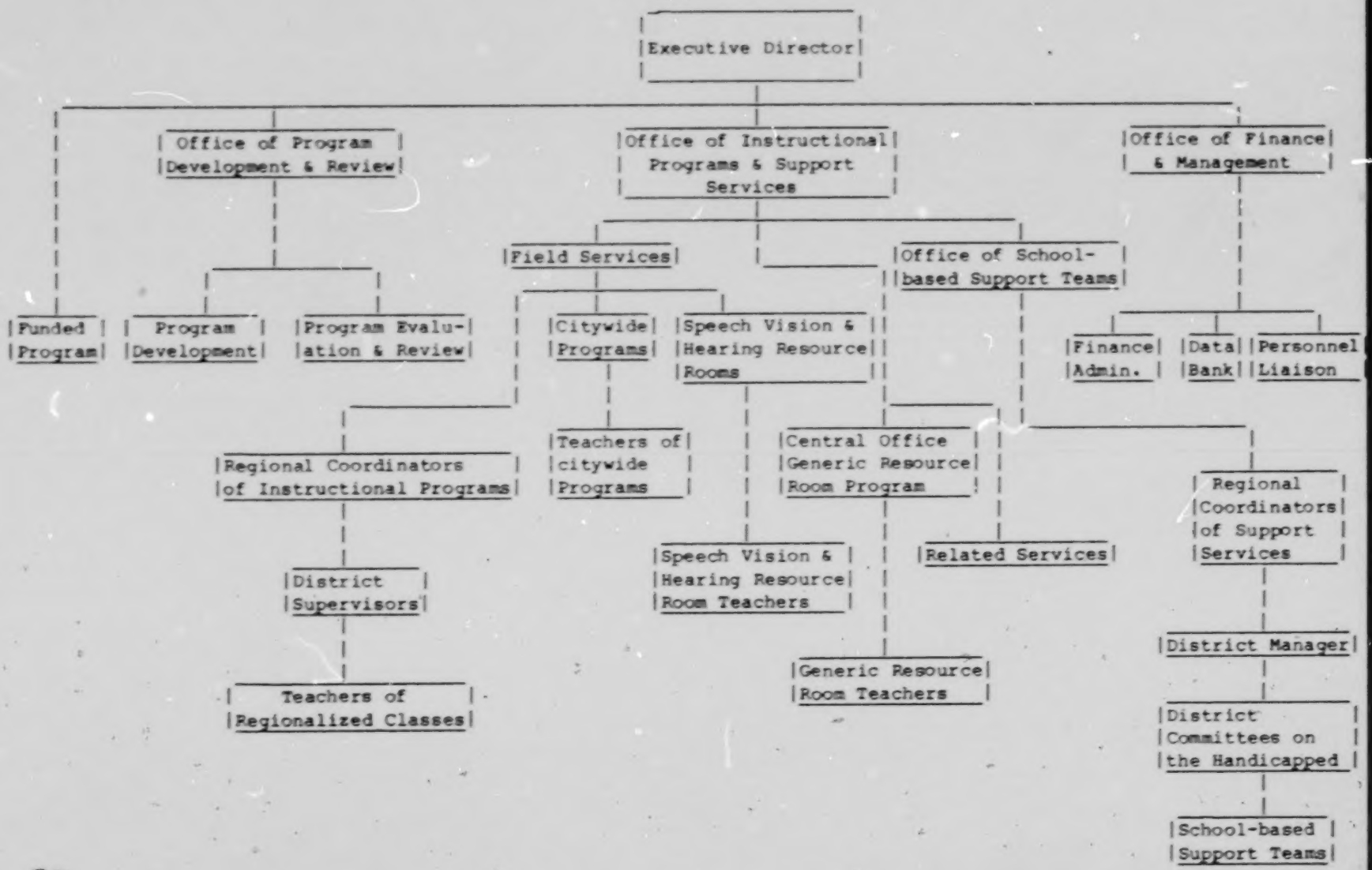
DSE's organization is divided in three tiers: the central board, the regions, and the districts. The degree of administrative centralization within special education is ill-defined. Although technically all instructional programs and support services are centralized, many different offices for these programs exist at various tiers with different administrative functions. The chart on the following page illustrates the structure of the Division.

B. Central

Under the executive director, central administration is divided into four parts: (a) the Office of Funded Programs, (b) the Office of Finance and Management, (c) the Office of Program Development and Review, and (d) the Office of Instructional Programs and Support Services.

(a) The Office of Funded Programs coordinates all reimbursable dollars (Title I, VEA, EHA) for special education and writes grant proposals.

DIVISION OF SPECIAL EDUCATION
February, 1981



(b) The Office of Finance and Management administers the budget, deals with finance questions and manages DSE's data base as well as staff resources.

This office has three units:

1) Finance Administration, dealing with accounting and the budget;

2) Data Bank, dealing with the collection and use of data for tracing students and analyzing population trends;

3) Personnel Liaison, interfacing between the Office of Finance and Management and the Personnel Division.

(c) The Office of Program Development and Review examines current DSE programs and designs the continuum of services. It has two units:

1) Program development which provides in-service training to paraprofessionals, teachers and supervisors, develops and implements standardized testing programs, develops and implements educational programs, and operates the Special Education Training and Resource Center (SETRC).

2) Program evaluation and review which evaluates and audits DSE's programs and coordinates and supervises all activities to locate and identify handicapped students.

(d) The Office of Instructional Programs and Support Services operates the day-to-day activities of the Division. (Definitions of the programs are in Appendix A.)

Under the Office of Instructional Programs and Support Services are administrative offices for field service, the generic resource room program, and school-based support teams. The Office of Field Services is responsible for regional and citywide classes, and speech, vision, and hearing resource rooms. Regional classes include instruction and

supervision for the educable mentally retarded, trainable mentally retarded, emotionally handicapped, neurologically impaired emotionally handicapped, and health conservation students. Citywide classes are mostly low incidence programs for the severely handicapped. Generic resource rooms mostly serve the learning disabled and other mildly handicapped students.

In order to provide evaluation, placement and related services in a prompt and effective manner, DSE has recently created school-based support teams (SBSTs) which deliver these services within the school. Until last year, students were referred to district Committees on the Handicapped (COH) for evaluation. At Central, the Office of School-Based Support Teams administers the teams and allocates SBST staff to the six regions.

There is no administrative office at Central for related services. The principal components of related services are defined in DSE's budget code as occupational and physical therapists, nurses, and guidance counselors. These staff report to different offices at Central depending on their title. There is no means to coordinate the delivery of related services and no clear supervisory structure at the central level. This situation exacerbates the overall shortage of related service staff.

C. The Regions

One coordinator of instructional programs and one coordinator of support services are planned in each of the six regional offices. The regional coordinator of instructional programs is responsible for all special education regional classes in the districts within the

region. The regional coordinator of support services is responsible for SBST administration and divides the teams allocated from Central among the school districts in the region.

Until last year, students evaluated as handicapped were placed in their recommended programs through a placement unit which operated at the Central Board. In 1980-81, placement officers were positioned in each district to place students in appropriate settings. There are placement coordinators in each regional office (two each in the Bronx, Brooklyn West, and Queens regional offices), who oversee the placement officers in the districts and place high school students.

D. The Districts

At the district level, special education supervisors and managers are being phased in to coordinate teachers of regional classes and school-based support teams respectively. Teachers of citywide classes are supervised independently. The position of special education supervisors has recently been formalized and there are 159 supervisors in the field. 226 special education supervisors, or onsite supervisors, were budgeted for the 1980-81 school year. A ratio of 35 classes to one supervisor was created to determine the number of site supervisors for the budget, but the ratio has not been achieved.

In addition to supervising teachers of regional classes, the special education site supervisors are also required to observe and evaluate generic resource room teachers.

The position of district manager has not been formalized* and the responsibilities of this job are uncertain. As of April, 1981, there

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* See page 4 for explanation.

were only six district managers in the field although 32 positions were budgeted in November, 1980. This shortage means there is little or no coordination between support and instructional services in the field.

As mentioned, until last year, students were referred to Committees on the Handicapped (COH) for evaluation. In 1980-81, 449 psychologists, and 449 social workers plus 349 educational evaluators were formed into school-based support teams to visit each school to evaluate students. Presently, the COH chairperson administers the school-based support team and collects data when there is no district manager. The position of COH chairperson has also not been formally created, yet and the responsibilities of the position are formidable. Clinical supervisors report to the COH chairpersons in their districts. These supervisors are required to do observations of SBST staff and to provide technical assistance to SBSTs.

Recommendations

The Division needs to organize its administrative and supervisory units to allow the Division to function as one system and to coordinate adequately with regular education programs.

The Division's "transitional" structure is inadequate and impedes the efficient delivery of special education services. Major policy decisions regarding DSE's organization have yet to be made. Currently, the Division's staffing, structure, and administration are being reviewed by the Board of Education.

In order to achieve an efficient organization, the Division must address some fundamental questions. Is it necessary to have district

and regional offices in addition to the Central Board? How many layers of administrative and supervisory offices are needed to deliver special education services effectively? Should administration and delivery of instructional and support services be divided in the field?

In any case, the following goals should be the focus of any reorganization: a lean administration; clear supervisory lines within the Division; and integration of special education and regular education programs at the school level.

The six case studies following illustrate the diversity the current hybrid system produces and raise several management and budget issues which will be explored in later sections of this report.

CHAPTER II

Case Studies

A. Introduction

The following six case studies are presented as illustrations of the actual delivery of special education services at the school level. These six schools are not a statistically significant sample. However, they have been carefully chosen to demonstrate the service implications of the budget and expenditure decisions, which this report examines in detail.

Three schools were considered models for their provision of special education services: an elementary, junior high and high school. These schools were chosen based upon several criteria:

1. attendance rates: the attendance for handicapped students had to be as good as the regular students in the school except for the several physically handicapped;

2. graduation: at the high school level there had to be a history of handicapped students graduating;

3. decertification: in the elementary and junior high school, the staff had to plan for decertification of handicapped students - the process by which a child previously receiving special education services is mainstreamed to the extent that special education services are no longer necessary;

4. mainstreaming: a strong commitment by the school staff to permit handicapped students the opportunity to mainstream had to exist;

5. reputation: the fine reputation of these schools had to be known by DSE central and field staff;

6. use of resources: the special education staff in the school had to take full advantage of resources offered by BE such as SETRC (Special Education Teacher Resource Center);

7. outreach: the special education staff and other school staff had to promote their program through outreach materials.

The EE has two model schools which were designed for optimum mainstreaming of handicapped students, Edward R. Murrow High School and Rachel Carson Junior High School. These schools were not chosen, although both are excellent examples of fine special educational programs, because EPP sought to examine schools that were not originally designed as models but rather grew to be models. Each model school is paired with another school with a similar handicapped population to compare their programs and staffing.

Overall, it should be noted that the special education programs reflect these differences: different levels of involvement on the part of the principal; different staffing levels both for supervision and support; different classroom organization patterns; and different degrees of integration and coordination with the school.

B. ELEMENTARY SCHOOLS

Elementary School 1: PS 279, Brooklyn

a) Overview

P.S. 279 was chosen as a model. The special education programs at PS 279 serve 137 students out of a student body of approximately 745. Attendance is over 90% for both student populations excluding those with severe physical handicaps. The children have a variety of handicapping conditions including physically handicapped (HC-20), minimally brain impaired (HC-30), readiness, mildly handicapped in resource rooms and speech impairments. Special education classes have been in the school for the past eight years.

The building is 20 years old, three stories, with a capacity of 925 number of students.* An elevator has been requested for 8 years;

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* HC pop: DSE data bank as of 10/31/80
Total pop: Bd. of Ed. as of 10/31/79

however, the missing elevator has not prevented the students mixing together because regular students join the special students on the ground floor of the building (reverse mainstreaming).

The heart of the special education program lies with the principal, Norma Siegel: "We must see handicapped children as children; they are as much a part of our school as any other child." Norma Siegel oversees all aspects of the program, whether it be teacher supervision, staff development, curriculum development or record keeping.

b. Program Review

1) Staffing of the Special Education Program

The special education teaching staff includes:

10 classroom teachers;
2 resource room teachers;
1 HC20 coordinator.

The support staff includes:

2 paraprofessionals assigned to two readiness classes;
4 health aides assigned to the HC-20 unit;
1 speech teacher for the speech center;
2 speech teachers for the HC-20 and HC-30 population;
1 SBSteam (one day a week);
3 part-time guidance counselors;
1 full-time occupational therapist;
1 part-time physical therapist;
1 Title I reading teacher;
1 Title I paraprofessional.

Of the present teaching staff, 6 had per diem licenses and almost no training in special education.

An itinerant supervisor from the Division of Special Education has responsibility, on the average, for 6 to 7 schools and spends less than a day at each one.

2) Program Coordination

The HC-20 coordinator coordinated the entire special education program including the HC-20 program. Norma Siegel cited this coordinator as crucial - "I could not attempt the serious effort in mainstreaming that we achieve here without a coordinator." The coordinator programs all special education students into the mainstream, maintains all student records and plans procedures for articulation, coordinates the school-basesd support team schedule when it is in the school, takes care of transportation problems, arranges reverse mainstreaming, and fully participates in curriculum development within the special education program.

PS 279 staff has brought SETRC, the Special Education Training and Research Center staff, into the building several times for workshops and training of both special education and regular staff.

3) Class Organization

The four classes of HC-20 students with severe physical handicaps are in regular grades with regular teachers. The program is a resource room program with students scheduled to return to HC-20 classes for remedial help. Lunch also takes place in the mainstream.

Several students are totally mainstreamed in the HC-30 student population, while most are mainstreamed for particular subjects. Since reading and math in the school are tracked, a great deal of reverse mainstreaming takes place where regular students go to a special education classroom for reading and math. Teachers view the reverse mainstreaming as particularly valuable for regular students in academic trouble.

c. Support services and staff utilization

PS 279 has 3 itinerant guidance counselors: one guidance counselor comes 1/2 day every 2 weeks for the readiness classroom; the second guidance counselor comes every Monday and alternate Wednesdays for special education; the third guidance counselor comes 2 1/2 days a week for regular education.

This situation is fairly typical. There are 130.4* special education guidance counselors in the school system budgeted for special education in a fairly random fashion. Almost all serve on an itinerant basis, visiting special education populations in each school 1 or 2 days a week.

Elementary School 2: PS 95, Bronx

PS 95 was chosen as a companion to PS 279 based upon a similar population of special education students.

a. Overview

The special education program at PS 95 serves 97 students out of a student body of approximately 1,000 students. The handicapping conditions of the children are similar to PS 279 although PS 95 does not have a readiness class or a resource room for the mildly handicapped. Attendance, at 82%, is similar to the rest of the school.

The building itself is quite old, built in 1933 with a capacity of 1,289 students. It is 83% utilized. Students with physical handicaps are located on the first floor with access provided by one ramp. Minimally brain impaired students (HC-30) are on one wing of the fourth floor. The school, like most other elementary

* DSE data bank as of 12/9/80

schools, has a class organization in which regular students stay with one teacher all day, thus limiting the opportunities for mainstreaming.

b. Program Review

1) Staffing of special education programs

The special education program has:

2 classroom teachers for the HC-20 population;
5 classroom teachers for the HC-30 population.

Support staff consists of:

2 health aides;
1 part-time adaptive physical education teacher for the HC-20 population;
1 speech teacher;
1 part-time guidance counselor;
1 Title I reading teacher with a paraprofessional 3 times a week;
1 SBST 2 days a week.

Two of the HC-30 teachers were new this year. Special education teachers had been in this school for a long time and had established a close working relationship.

2) Program Coordination

The two major units, HC-20 and HC-30, are separated by physical location and have distinct programs. There is no program coordinator for either group, nor is there a teacher assigned to coordinate programs or to administrate duties exclusively. Particularly in the classes for the minimally brain impaired, the teachers were quite overwhelmed with paperwork. One teacher had accepted the responsibilities of a teacher-in-charge and some administrative duties even though she had a full load of teaching duties. The itinerant supervisor, a highly skilled professional, attempted to

spend more time at this school than other sites because of the lack of extra support within the building.

3) Class Organization

The special education program operates independently of and isolated from the rest of the school.

Children in the two HC-20 classes, divided according to age, switch back and forth for reading and math. There is no mainstreaming of HC-20 children even at lunch. HC-30 classes, though similarly isolated, join the other students for lunch.

c. Support services and staff utilization

There are very few support services for PS 95 special classes. There is no guidance counselor; an itinerant supervisor comes once a week. The SBST is spending all of its time doing evaluations in the school and does not provide support services such as counseling.

There is no extra teacher for lunch coverage for HC-20 classes. The teachers double up their two classes at 2:00 so that the one who covered lunch can release the other for lunch at 2:00. The teachers of HC-30 classes have a break while the students are mainstreamed for lunch, but this is difficult because the staff coverage at lunch is minimal. One teacher of the HC-30 class put it, "It's especially difficult to settle my students down after lunch; it's crowded, noisy and hard for them."

Differences in Elementary Schools

1) Staffing

The most obvious difference in these two elementary schools is the lack of a program coordinator in PS 95. There is a large enough

unit at PS 279 to warrant an extra line for an HC-20 coordinator who performs all the administrative tasks and initiates the integration of all handicapped students in regular educational programs. At PS 95 there are only two classes of HC-20 handicapped students and no extra line is assigned. The five teachers of HC-30 classes are particularly pressed for time, as are all teachers of HC-30 classes, but there are no coordinators for this program. Unless there are a large number of special education classes in a building, there are no extra lines budgeted. The exceptions are extra lines for crisis intervention teachers for every two classes of the emotionally handicapped and NIEH (not an elementary school level).

In addition PS 279 has more support staff, an occupational therapist and a part-time physical therapist. PS 279 parents fought hard to get an physical therapist in their school. But of course as the principal said, "We shouted for a PT for a long time and we finally got one. That just means they took it from someplace else."

2) Programming

Because PS 279 has separate subject classes, it is easier to mainstream special students. As a rule mainstreaming is rarely accomplished on the elementary school level because in most elementary school such as PS 95 the regular students stay in the same class all day.

The lack of lunch coverage for the teachers of physically handicapped students is a serious problem.* This situation will be discussed in a later section of this report.

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* This practice would no longer be allowed under the April plan for the Jose P. case, except where a child's Individual Education Plan requires it.

C. JUNIOR HIGH SCHOOLS

Junior High School 1: JHS 185, Queens

a. Overview

The model junior high school program chosen was JHS 185 in Queens.

The special education programs at JHS 185 serves 187 students out of a student body of 917*. The handicapped students are of three categories: HC-30 minimally brain impaired, emotionally handicapped and mildly handicapped. Attendance as of December 1980 for the HC-30 classes was 86%; for the EH classes, 73%.

The building is 31 years old with a capacity of 1,059 students. The program has been in the building for several years and is an integral part of the school program, as illustrated by the fact that, in order to locate a special education student, the principal must look at the student's program card. The philosophy of the school is to treat students with handicaps as regular students as much as possible.

b. Program Review

1) Staffing of the Special Education Programs

The special education teaching staff includes:

1 coordinator;
8 HC-30 classes;
4 teachers for the emotionally handicapped students;
2 EH teachers (crisis intervention);
2 resource room teachers;

Support staff are:

2 Title I teachers, one for math and one for reading;

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* Board of Education of 10/31/79

4 paraprofessionals;
1 part time guidance counselor;
1 school based support team 3 days a week;
1 speech therapist;
1 adaptive physical education teacher; and
1 itinerant supervisor.

Of the 14 classroom teachers, 8 were per diem with little experience in teaching special education.

2) Program Coordination and Development

Like PS 279, JHS 185 has one coordinator for its special education program, who is assigned the HC-30 classes, but coordinates all the special education classes. The principal, Donald Zwerling, did not think that the integrated program developed in JH 185 could have been possible without a positiion for a coordinator. The school staff had constantly made use of SETRC for on site training of all teachers.

3) Class Organization

A profile is created for every entering 7th grade special education student. They are mainstreamed as much as possible.

Seventh graders are mainstreamed in at least one minor subject (physical education, music, art, extra cirricular activities) from the first day of school. By the 8th grade, students are mainstreamed in major subjects if they are capable of the work. (This year 12 EH students are mainstreamed for at least one major subject.) All students use the lunch and bathroom facilities together. Emotional handicaps are assigned to shop classes with regular students.

c. Support Staff and Staff Utilization

The key to the highly successful program at JH 185 lies in its staffing. A coordinator is free to plan the program of every special student. If a student cannot be mainstreamed for major subjects,

then a departmental program is developed within special education so the student can experience a subject oriented environment to the extent possible.

Junior High School 2: JHS 223, Brooklyn

Junior High School 223 was chosen as a companion to JHS 185 based upon a similar population of special education students.

a. Overview

The special education program at JHS 223 serves 131 students out of a student body of 852*. There are three types of special programs, similar to JHS 185: HC-30, emotionally handicapped, and mildly handicapped students in a resource room setting. Attendance for HC-30 classes was 67%; for EH classes 53%.

The building is 51 years old with a building capacity of 1,461 students*. The special education program in this school is separated from the rest of the school.

b. Program Review

1) Staffing of the Special Education Program

The special education teaching staff includes:

6 HC-30 teachers;
2 teachers of emotionally handicapped
1 crisis intervention teacher;
1 teacher for the resource room.

Support staff:

1 Title I reading teacher;
2 paraprofessionals;
1 Title I paraprofessional;
1 part time guidance counselor;

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* Total population: Board of Education as of 10/31/79
Handicapped population: DSE data bank as of 10/31/80

1 adaptive physical education teacher;
1 SBST two days a week;
1 part-time speech therapist.

2) Program Coordination & Development

There is no coordinator for special education programs in the building. Two assistant principals from the regular staff are assigned to supervisory and administrative duties, one to HC-30 classes and the other to classes for children with emotional handicaps. These assistant principals, who have no training in special education, are sympathetic to the problems of special students and were proud of individual students who had achieved some level of mainstreaming. However, they expressed doubts about mainstreaming. One assistant principal said: "It's a fact that they have enough problems in their own classrooms and don't need any more."

No trained person coordinates students' programs or relates to the curriculum of special education students other than a very dedicated itinerant supervisor. SETRC has not been used in the school, but the supervisor said she had encouraged staff to attend district meetings of SETRC training programs.

The staff had been successful in decertifying special education students back into the regular curriculum.

c. Support Staff and Staff Utilization

The support staff is all part-time, a structure much criticized by the special education teachers and assistant principals. "No one is here when you need help." The staff agreed that one person for five half-days was more useful than someone 2 or 3 days a week.

Differences in the Junior High Schools

1) Staffing

Again, an extra line for an coordinator made a tremendous difference at the junior high school level. Their support services are about the same.

2) Program

More opportunities for students to be a part of the mainstream are available at JHS 185. To a large extent this was the result of a full-time coordinator although the principal at JHS 185 had extensive input in how the special education program is shaped.

D. HIGH SCHOOLS

High School 1: J.F. Kennedy High School

a. Overview

The model high school program chosen is Kennedy High School in the Bronx.

The special education program at Kennedy High School serves 216 students out of a student body of roughly 5,253.* The students have two handicaps: HC-30 and emotional handicaps. They have been in the building since it opened. Attendance for HC-30 classes is 70%; for EH classes 47%.

The new building has a capacity of 5,117 students.** Kennedy is a comprehensive high school offering college preparatory, business and vocational programs. The success of its special education programs lies with its principal, Robert Mastruzzi, who is highly

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* Total enrollment: Board of Education as of 10/31/79.
Handicapped enrollment: DSE data bank as of 10/31/80.

** Board of Education as of 10/31/79.

regarded in his efforts to provide an integrated special educational program.

Kennedy High School offers a work-study program at Montefiore Hospital for special students as well as a business/clerical skills program. There is also a newly formed after-school program for shops.

b. Program Review

1) Staffing of the Special Education Program

The special education teaching staff includes:

7 HC-30 classroom teachers;
1 coordinator;
3 classroom teachers for emotionally handicapped students;
1 one crisis intervention teacher;
2 resource room teachers;
5 classroom teachers for the hearing impaired;
1 work study teacher at Montefiore Hospital (part-time).

Support staff includes:

3 paraprofessionals for EH classes;
1 full-time school-based support team consisting of a psychologist and social worker;
1 educational evaluator twice a week;
1 guidance counselor one day a week.

Three of the classroom teachers have per diem licenses; others were more experienced and several had master's degrees in special education.

2. Program Coordination and Development

The coordinator of HC-30 deals with the entire school. The morale of this staff is quite high with far more direction coming from the regional office than is the case in other boroughs, largely because the Bronx Regional Office has been in place for several years. Two of the priorities of the Bronx Regional Office have been to develop proper articulation of special students in the high

schools and to develop vocational skills for these students. To accomplish this the Bronx Regional staff has developed a curriculum based upon a series of modules, a sequential ordering of skills, which is used widely throughout the Bronx including Kennedy High School. The curriculum establishes pace and sequence; the work on one continues until a student conquers at least 80% of that unit before going onto the next unit. Because so many teachers are new to special education, the curriculum is especially useful.

3. Class Organization

The high schools require extensive programming for every student. Most special education students are in their own home room and are mainstreamed to the extent they are able. The programming is done by crisis intervention teachers; the coordinator plans curriculum and sets up classes for all students with handicapping conditions. In other words, there are two teachers who are not classroom teachers who are available to organize the classes for the handicapped.

Some students remain in classes for the handicapped for part of the day; some are totally mainstreamed. As much as possible the special education students are treated the same as regular students. They receive their program request forms at the same time, they go to lunch with regular students, and they join in extra-curricular activities as much as possible.

c. Support Staff and Staff Utilization

Since EH classes are budgeted for a crisis intervention teacher, the Bronx region spreads these classes around the schools including

the high schools. As a result, most schools have a crisis intervention teacher who can take the role of teacher-in-charge and coordinate program activities. Kennedy High School also has a coordinator for HC-30 program who was responsible for the entire special education program. Such support is far greater than what an itinerant guidance counselor can provide once a week.

High School 2: Martin Luther King High School

a. Overview

The special education program at Martin Luther King High School in Manhattan serves 121 students out of a student body of 2,232,* including HC-30 and emotionally handicapped. There is one resource room in the school.

The building is new with a capacity of 3,211 number of students. Martin Luther King is a comprehensive high school. There is a work-study program for special students at the multi-handicapped center which enrolls six students. Attendance for HC-30 classes is 65%; for EH classes 47%.

b. Program Review

1) Staffing

The special education teaching staff includes:

- 4 HC-30 classroom teachers;
- 5 classroom teachers for the emotionally handicapped students;
- 1 crisis intervention teacher;
- 1 resource room teacher.

Support staff consists of:

- 1 Title I reading teacher;
- 6 paraprofessionals;
- 1 itinerant speech teacher two days a week;
- 1 part-time guidance counselor;
- 1 SBST;
- 1 Title I reading paraprofessional.

Out of the ten classroom teachers and one crisis intervention teacher, seven had per diem licenses and three of them were new.

2) Program Coordination and Development

The staff is hard working and led by an enthusiastic teacher who is the crisis intervention teacher in the EH classes. The program is small enough so that the teacher in charge knows every student and provides each with an individual program. Mainstreaming is emphasized; on the average every student was mainstreamed for a major subject.

3) Class Organization

The special education program is departmentalized as are most programs at the secondary school level. The students can switch from one special class to another for different subjects if that student is not mainstreamed for that subject. Some students were entirely mainstreamed and the special education teacher may see that student only once a day.

c. Support Staff and Staff Utilization

It would be difficult to criticize the special education staff as underutilized. It is a dedicated staff. The questions centered around how would they manage a larger program, which was expected the next year. The principal was quite supportive of the special education staff. His biggest complaint was the rapid growth in the handicapped population to be served while the staff was constantly new and untrained.

Difference in the High Schools

1) Staffing

The difference in these schools is partially the staffing. Kennedy High Schol had the extra line for a crisis intervention

teacher which meant that more program development and coordination went on. But the real difference lies in program.

2) Program

Kennedy High School has several vocational programs for handicapped students and the staff is constantly on the search for more. The influence of the Bronx Regional Office is clear. The differences in the high schols is time; Kennedy has developed a coordinated fully mainstreamed program over time that resulted in six students graduating this year. Martin Luther King High School did not have that head start but the staff is certainly willing.

E. CONCLUSIONS

Obviously, patterns of special education service delivery vary widely, largely due to differences in philosophy and, probably more importantly, to differences in the allocation of resources.

For example, the presence or lack of a coordinator or teacher-in-charge (with limited other teaching duties) and the role of the principal seem to make a significant difference in the administration and quality of special education programs and their coordination with the rest of the school.

The Bronx Regional Office has provided a nonclassroom teacher through the optimum use of unit teachers. Since every two classes for children with emotional handicaps were permitted a unit teacher, the Bronx region sought to distribute these classes so that every school would have at least two.

During the 1979-80 school year, DSE planned to place a program coordinator in schools with eight or more special education classes. Because of DSE's deficit that year the plan was rejected.

Furthermore, fragmented support services, including itinerant and part-time help is a constant hindrance.

Coverage for lunch and duty-free periods remains chaotic, and recruitment problems continue to plague teachers and administrators alike.

Finally, high schools are subject to different funding patterns which have made planning for and funding special education programs particularly difficult and lacking in accountability.

All of these and other budgeting difficulties such as transportation and evaluation are the subjects of the next portion of this report. What is inescapable is that the programmatic and staffing problems which emerge from the case studies find their roots in budgeting decisions.

The next three chapters of this report will discuss the budgeting system in greater detail.

CHAPTER III

Growth and Construction of the Special Education Budget

A. Introduction

Because of the increasing numbers of students with handicapping conditions being served by the public schools and the reporting requirements of the courts, both BE and DSE officials have tried to gain item-by-item control of special education expenditures through better budgeting procedures. This is not an easy task. First, it is of primary importance to correctly estimate and project the number of handicapped students that the Division must serve. In times of rapid growth and changing organizational structures, it is especially difficult to correctly estimate the number of students who will be evaluated and actually placed in special education programs. Once the numbers of handicapped students are projected, then and only then can the Division project the number and type of staff needed, and how much that staff will cost.

B. Special Education Enrollment Over Time

Findings

Between the 1975-76 and 1980-81 school years, the number of students in special education has grown 100%, not including students served by the Bureau of Speech Improvement.

The sharp decline in the population served by the Bureau of Speech Improvement since the 1975-76 school year and the reappearance of the population in the 1980-81 school year after the State began providing special education funding for these children, is a dramatic example of both change in the type of student receiving services and the effect of funding allocations.

In the 1978-79 school year, the learning disabled were added as a new handicap category eligible for state aid.

Since then, the number of students identifed as learning disabled has increased almost nineteen times.

Since the 1975-76 school year, the HC-30 population has increased 250%.

The number of children with emotional handicaps being served has increased 52% since the 1978-79 school year. Together with the HC-30 population, these two handicaps comprise almost 50% of the total handicapped population being served in the schools.

Unlike other educational programs, programs for handicapped students have strict class size limits according to State regulations. The budget reflects these mandates. Teachers are allocated to schools based upon the type of handicaps in the schools. Because of the close relationships between budget and types of handicaps, the diversity of the handicapped population in our schools must be explored in order to understand the distribution of resources. This section focuses on the numbers and types of handicapped students in the handicapped population so that allocation patterns of staff are better understood.*

The number of handicapped students served in New York City's public schools has been growing rapidly. (See Table 1.) Between 1975-76 and 1980-81, the number of special education students has grown 100%, not including those served by the Bureau of Speech Improvement.

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* Data taken from PHC-1 forms which are filled in by DSE and returned to the State. Reporting dates vary from year to year. Data are meant to illustrate overall trends rather than specific yearly changes. The numerical changes between 1975-76 and 1976-77 may not be as great as they appear because the data for those school years are less reliable than the data for subsequent years.

TABLE 1

Number of Handicapped Pupils Served in
New York City Public Schools*

School Year	# of Students	% Change
75-76	39,654	
76-77	48,103	21%
77-78	50,246	4%
78-79	54,149	8%
79-80	66,447	23%
80-81	81,756	23%

* Not including children served by the Bureau of Speech Improvement

The special education population is divided into handicap categories. The following are the major divisions in the handicapped population: educable mentally retarded (EMR), trainable mentally retarded (TMR), emotional handicapped (EH), severely speech impaired (SI), speech impaired other (SI Other), physically handicapped orthopedic (PH Ortho), physically handicapped other (PH Other, including Health Conservation classes, HC-10, HC-20, HC-30), and specific learning disabled (SLD). The number of students in each handicap category has changed over time. The categories have also changed. Brief program descriptions for each type of handicapping condition appear in Appendix A.

The graph and Table 2 on the following two pages illustrate both structural changes in the categories of special education and changes in the population receiving services.

The sharp decline in the population served by the Bureau of Speech Improvement since the 1975-76 school year and the reappearance of that population in the 1980-81 school year is a dramatic example of both change in the type of student receiving services and the

effect of funding allocations. In 1975, 39,132 non-handicapped children with mild speech defects received services twice a week under the Bureau of Speech Improvement. However, as a result of New York City's fiscal crisis, this service was mostly phased out. The percentage of students served by the Bureau of Speech Improvement of the total handicapped population dropped from 49% in 1975, to 26% in 1976, to 1.6% in 1977. Then in FY 1980-81, more students were identified as needing itinerant speech services because of a fiscal incentive on the part of the State. These students are now included in the state aid formula for allocations to the handicapped and so must be labelled handicapped in order for the city to receive state funds.

Another obvious change in the type of handicapped student served occurred in the 1978-79 school year with the inclusion of the learning disabled as a new handicap category eligible for state aid. Since the 1978-79 school year, the number of students identified in this category has increased almost nineteen times.

The physically handicapped population is the most numerous in the schools; one quarter of the total handicapped population is classified as physically handicapped. With the exception of the 1979-80 school year, the "physically handicapped other" population has been increasing steadily. In that category, the population classified as HC-30, which is defined as a brain injury that can lead to severe learning disability, has shown the most growth since the 1975-76 school year. 5,065 HC-30 students were identified in the 1975-76 school year. That number comprised 55% of the

TABLE 2

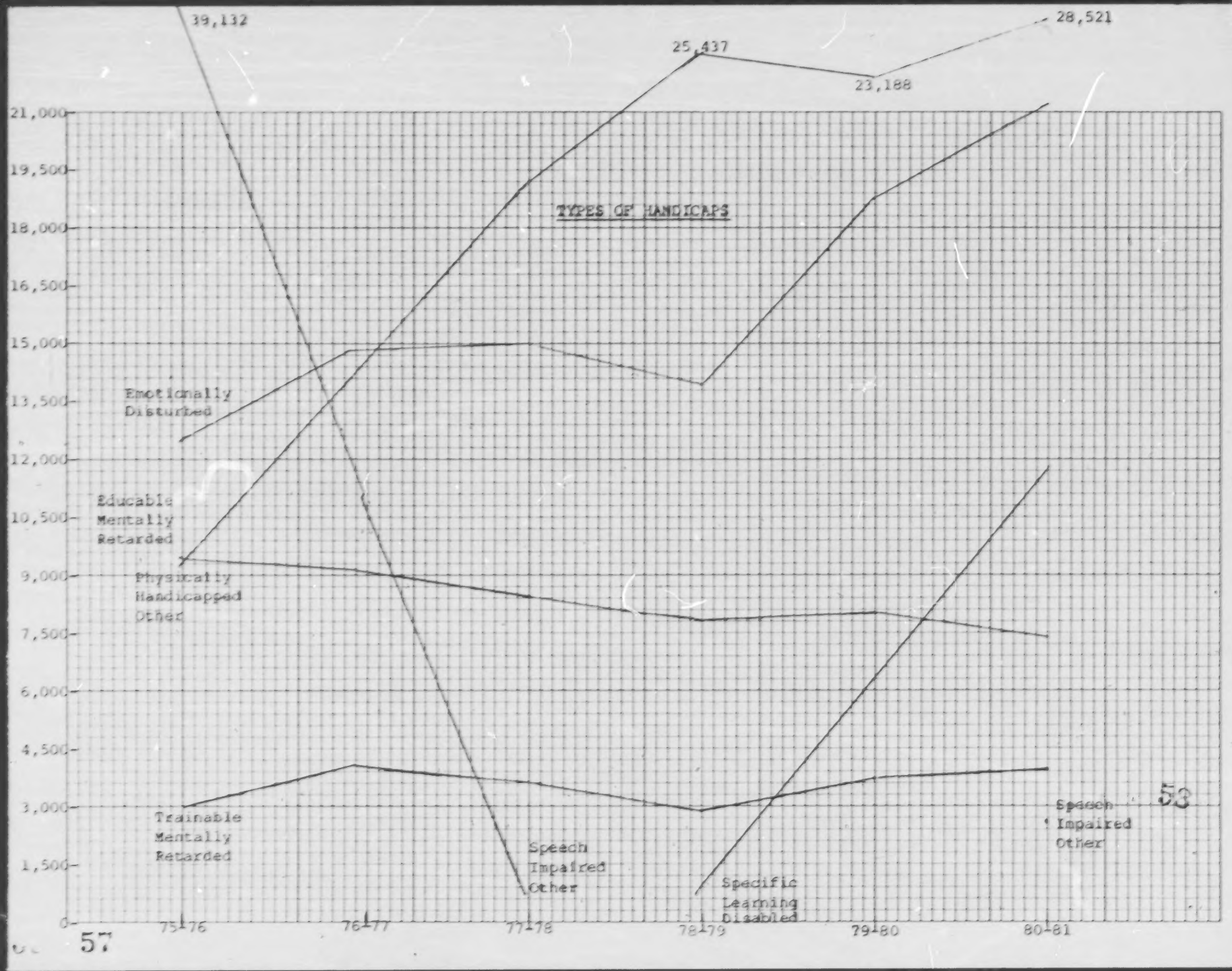
Types of Handicaps 1975-76 - 1980-81

(Ages 3-21)

School Year	% of Total handicapped pop. 75-76	1975-76[a]	1976-77[b]	1977-78[b]	1978-79[b]	1979-80[b]	1980-81[b]	% of Total handicapped pop. 80-81
Educable Mentally Retarded	11.9%	9,400	9,704	8,441	7,810	7,992	7,395	9%
Trainable Mentally Retarded	3.8	3,018	4,125	3,596	2,964	3,695	4,047	5
Emotionally Handicapped	15.8	12,414	14,709	14,958	13,905	18,669	21,110	25.8
Speech Impaired	-	N/A	1,919	1,409	1,523	1,729	1,826	2.2
Speech Impaired Other	49.7	39,132	11,967	790			2,631	3.2
Hearing	2.9	2,115	1,451	1,516	1,040	1,391	1,201	1.5
Vision	1.1	833	782	726	449	569	598	.7
Physically Handicapped Orthopedic	2.2	1,744	2,073	433	393	3,046	2,639	3.2
Physically Handicapped Other	11.8	9,275	13,840	19,167	25,437	23,188	28,521	34.9
Specific Learning Disability					627	6,168	11,788	14.4
Other (Pre-Placement, Readiness)	1.1	855						
TOTALS		78,786	60,070	51,036	54,149	66,447	81,756	

Sources: [a] Bernard Gifford, "The Cost of Educating Handicapped Pupils in New York City," Board of Education of the City of New York, January 1977, pp. 8, 10, 11.

[b] PHC-1, Section I-Part B, Ages 3-21, Board of Education data reported to the University of the State, The State Education Department, Office of Education of Children with Handicapping Conditions, February 1, 1977, February 1, 1978, December 1, 1978, December 1, 1979, December 1, 1980. This classification system is not the same as the program descriptions used by the Board of Education.


39,132
25,437
23,188
28,521
21,000
19,500
18,000
16,500
15,000
13,500
12,000
10,500
9,000
7,500
6,000
4,500
3,000
1,500
0
TYPES OF HANDICAPS
Emotionally Disturbed
Educable Mentally Retarded
Physically Handicapped
Other
Trainable Mentally Retarded
Speech Impaired
Other
Specific Learning Disabled
Speech Impaired
Other
75-76
76-77
77-78
78-79
79-80
80-81

"physically handicapped other" category.* In the 1980-81 school year, 17,740 HC-30 students were identified, representing 62% of the "physically handicapped other" population.** Since the 1975-76 school year, the HC-30 population has increased 250%.

The other significant classification is the emotionally handicapped, which since the 1978-79 school year, has increased 52%. Together with the HC-30 population, these two handicaps comprise almost 50% of the total handicapped population in the schools.

The educable mentally retarded population has been declining since the 1975-76 school year, except for an increase of 182 students in the 1979-80 school year. The number of EMR students has declined from 9,400 students in the 1975-76 school year to 7,395 in the 1980-81 school year, or from comprising 24% to 9% of the total handicapped population. The trainable mentally retarded population has shown change within the limited parameters of a high of 4,125 students in the 1976-77 school year to a low of 3,018 students in the 1975-76 school year. In terms of growth, both the EMR and TRM populations are exceptions to the pattern of rapid change evident in the total handicapped population since the 1975-76 school year. The reasons for this exception to the trend were not investigated for this report.

C. Special Education Expenditures Over Time

Findings

Prior to FY 1979, there was a wide divergence between growth in dollars for special education and growth in the handicapped population being served, with dollars growing less rapidly than enrollment. This is no longer the case -- dollars and enrollment are growing together.

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* Gifford, Ibid.

** Board of Education of New York City, DSE Data Bank.

As can be seen in Table 3 and Chart 2 the first year of the fiscal crisis, 1975-76, resulted in a major reduction of funding for handicapped students while the served handicapped population was growing. Problems of funding special education continued in the next few years of the fiscal crisis. All DSE budget figures in this report do not include transportation, fringes, or pensions.

Table 3

DSE's Longitudinal Growth in Dollars and Students

School Year	# of Handicapped Students	% Change	Dollars (mill)	% Change	Per Handicapped Student
1974-75	39,553 [3]		$144.8 [4]		$3,661
1975-76	40,669 [2]	2.8	130.5 [4]	-9.9	3,209
1976-77	43,372 [2]	6.6	138.3 [4]	+6	3,189
1977-78 [1]	47,529	9.6	141.0	+2	2,967
1978-79 [1]	52,829	11.2	170.1	+20.6	3,220
1979-80 [1]	61,995	17.4	219.8	+29.2	3,545
1980-81	80,428	29.7	290.5	+32.2	3,612

Source: 1) Comparative Statistics on Special education, 9/30/80, DSE.

2) Rick Jacobs, Office of Management and Budget, NYC.

3) Bernard Gifford, Strengthening Business Management page 12 (less itinerant speech services).

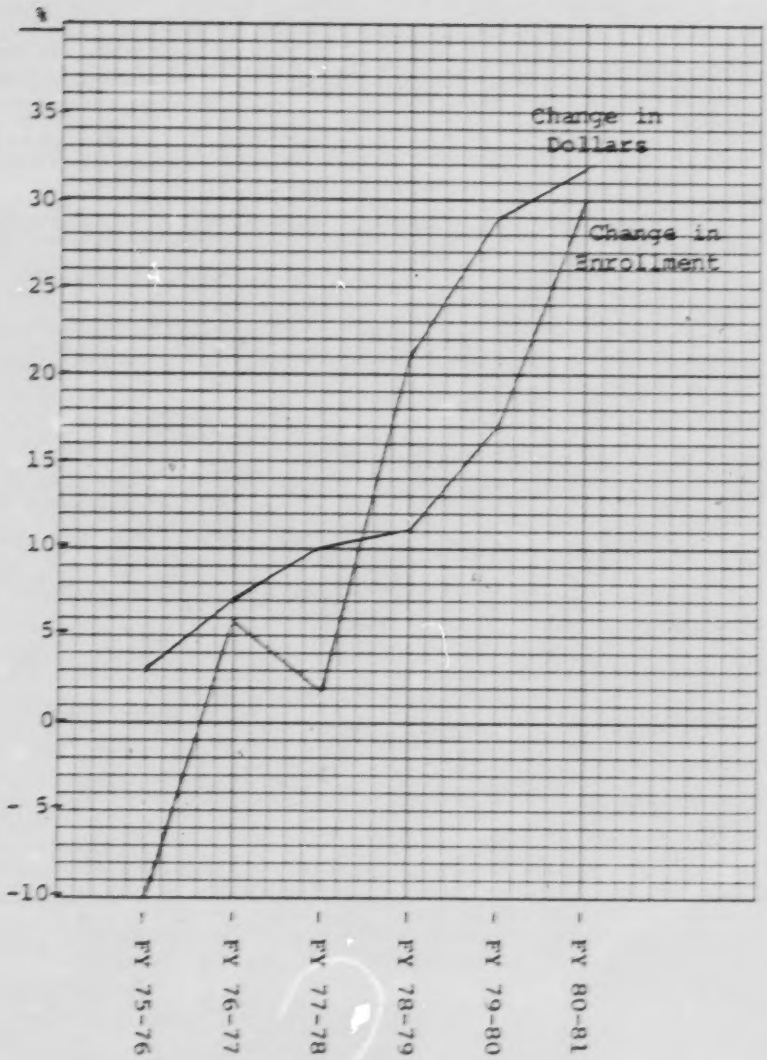
4) Five year analysis of DSE's expense budget, DSE, 10/78. All numbers of handicapped students as of October 31 of that school year which differs from reporting dates required by the State Education Department, and does not include students in correction facilities.

In earlier years there was wide divergence between growth in dollars and students with dollars growing less rapidly than enrollment. This is no longer the case; dollars and enrollment are now growing together.*

* This represents a significant increase in city tax levy funds since federal and state funding have not kept pace with the need. (See "Special Education Funding: A Story of Broken Promises," EPP, March 1981)

DIVISION OF SPECIAL EDUCATION

GROWTH IN THE BUDGET VS. GROWTH IN POPULATION SERVED



There also was a dramatic increase in budgeted personnel between FY'80 and FY'81 (see Tables 4 and 5). Such a budgeted increase of over $70 million was recognition of the quickly growing handicapped population being owed. This increase reflected a much greater number of teaching positions and evaluation positions for a projected register growth of almost 19,000. The BE expected to serve over 92,000 handicapped students this school year.

Table 4

Personnel Increase FY'80 to FY'81 (Budgeted)

Pedagogues and Administrators

Staff	FY'80 June 1980	FY'81 Budgeted as of November 1st	% Increase
Pedagogues	9,065 (a)	12,360 (b)	36.3
Administrative	315	782 (b)	148.3
Subtotal	9,380	13,142	40.1
Paras	2,434	3,782 (a)	55.4
Total	11,814	16,924	43.3

(a) Source: Comparative Statistics on special education, 9/3/81, DSE.
(b) DSE's modified budget as of November 1, 1980.

Table 5

Personnel Increase FY'80 to FY'81 (Budgeted)
By Budget Code

Budget Code	Program	FY'80[a]	FY'81[b]	% Increase
Administration & Supervision				
2001	Executive Director	11	18	+ 63.6
2002	Office of Instructional Programs and Support	9	9	0
2101	Finance and Management	106	124	+ 17.0
2103	Central Support (Sabbaticals, leaves)	120	140	+ 16.7
2105	Hearing Office	11	11	0
3701	Instructional Services Admin.	117	62	- 47.0
3711	Hearing, Speech, Vision	28	20	- 28.6
3721	Program Development	NA	45	
3801	Support Services Admin.	NA	107	
	Subtotal		536	
Support				
3613	Related Services	NA	448	
3803	School-based Support Teams	771	1,990	158.1
	Subtotal		2,438	
Instruction				
3703	Regionalized Classes	2,847	4,403	54.7
3705	Citywide Classes	1,908	2,971	55.7
3713	Hearing, Speech, Vision Clse.	445	1,237	178.0
3715	Generic Resource	NA	1,529	
3805	Preplacement Classes	61	28	- 54.1
	Subtotal		10,168	
	Grand Total	9,380[c]	13,142	40.1

(a) Source: Modified budget FY'80 from DSE. The conversion to a new budget format resulted in missing information (NA) in some programs because DSE's crosswalk was incomplete.

(b) FY'81 Budget Schedules, DSE, 11/1/80.

(c) Comparative statistics in special education, 9/3/81, OSE

The increase in the budget to cover the projected increase in handicapped students was substantial. Last year $219.9 million was spent on special education excluding transportation and pensions; this year $290.5 million was budgeted, an increase of $71 million. DSE also represents a larger share of BE's budget. (Table 6)

Table 6

DSE Budget Growth
FY80-81

	Audit FY'80		Adopted Budget FY'81	
	dollars (a)	# of students (b)	dollars (c)	# of students (d)
DSE	$219.9 million	51,995	$290.5 million	80,428
BE	2,608.7 million	931,500	2,530.3 million	914,299
% of BE's budget	8.43%	6.66%	11.48%	8.8%

Source: (a) BE, Statement of Expenditures and Encumbrances, FY'80 from firm of Peat, Marwick, Mitchell & Co.

(b) Estimated October 31, 1979 register, Bureau of State Financial Aid, Budget Estimates, 1981-80.

(c) NYC Adopted Budget, FY'81, after Board of Estimate/ City Council changes.

(d) Net October 31, 1980 Register, Office of Student Information Services.

D. The Per Pupil Cost of Special Education Programs

Findings

Per pupil costs (based on classroom staff only) for special education programs for children with various handicapping conditions range from a low of $810 per pupil in resource rooms (plus the student's cost in the regular classroom) to $3,149 for children with multiple handicaps. The State

granted temporary variances from required class sizes because of teacher recruitment difficulties have reduced costs for most, but not all programs.

Teacher units are allocated to community school districts based on the type of handicaps identified in the district. State mandated class size limitations determine the actual cost of special education programs. In October 1980, the State granted certain class size variances. The variance was designed to accommodate more students awaiting placement in a special education class because of the limited number of teachers. In June 1981, the variance will end and the State Education Department will permit new class sizes similar to the 80/81 variances if the Board adopts certain new program structures. The financial implications of the variance are reflected in Tables 7, 8, and 9.

The most expensive special education program is for the multiply handicapped. The per pupil cost of $3,149 (based on the cost of classroom staff only) is not affected by the variance.

The resource room program is the least expensive special education program. With the variance, the cost of this program has been reduced more than any other special education program. However, the cost allocated to the special education budget does not include the cost of the student in the regular classroom, this program being totally additive in nature. For all school levels, the per pupil cost of the resource room program without the variance is $810. With the variance, the per pupil cost at the elementary level is $675, a 16.6% savings of $135. At the junior high and high school level there is

a 20% savings of $162 with the variance. As of December 1, 1980, 11,788 learning disabled students were counted on DSE's register.*

Except for the program for multiply handicapped students, the NIEH, EH, and TMR (at the elementary level) have the highest per pupil cost without the variance. Of these three, the per pupil cost of the TMR program at the elementary level has been most significantly reduced by the variance. At the elementary level it has decreased from $2,159 without the variance to $1,799 with the variance, a 16.7% decrease and per pupil savings of $360. Both the NIEH and EH programs cost $2,159 per pupil without the variance. With the variance, the per pupil cost of the NIEH program has been reduced by only 3.8% for a per pupil savings of $83. The cost of the EH program was reduced more significantly by 9.1% for a savings of $196. The number of EH students on DSE's registers as of December 1, 1980 was 21,110.

The per pupil cost of the HC-30 program at the junior high and high school levels, and the educable mentally retarded program at the elementary level actually increased from $1,079 without the variance to $1,199 with the variance, a 10% increase.

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* PHC-1, Board of Education data reported to the State, Ibid.

Table 7

The Cost of Special Education - Without the Variance

Program	Level	Maximum Class Size	Additional Staff Support	Teacher Salary	Para Salary $5/hour for 6 hours	Instructional Cost per Pupil
BC-30	Elementary	10	No	$16,190	-	$1,619
	Junior High	15	No	16,190	-	1,079
	High School	15	No	16,190	-	1,079
Neurologically impaired/ emotionally handicapped	Elementary	10	1	16,190	$ 5,400	2,159
	Junior High	10	1	16,190	5,400	2,159
	High School	10	1	16,190	5,400	2,159
Educable mentally retarded	Elementary	15	No	16,190	-	1,079
	Junior High	18	No	16,190	-	899
	High School	18	No	16,190	-	899
Trainable mentally retarded	Elementary	10	1	16,190	5,400	2,159
	Junior High	12	1	16,190	5,400	1,799
Emotionally handicapped	Elementary	10	1	16,190	5,400	2,159
	Junior High	10	1	16,190	5,400	2,159
	High School	10	1	16,190	5,400	2,159
Resource rooms	Elementary	20	No	16,190	-	810
	Junior High	20	No	16,190	-	810
	High School	20	No	16,190	-	810
Multiply handicapped	Elementary	12	4	16,190	5,400	3,149
	Junior High	12	4	16,190	5,400	3,149
	High School	12	4	16,190	5,400	3,149

Source: State Education Department, July 20, 1978

NSE-3/1

Table 8

The Cost of Special Education - With the Variance

Program	Level	Maximum Class Size	Additional Staff Support	Teacher Salary	Para Salary $5/hour for 6 hours	Instructional Cost per Pupil
HC-30	Elementary	15	1	$16,190	$ 5,400	$1,439
	Junior High	18	1	16,190	5,400	1,199
	High School	18	1	16,190	5,400	1,199
Neurologically impaired/ emotionally handicapped	Elementary	13	2	16,190	5,400	2,076
	Junior High	13	2	16,190	5,400	2,076
	High School	13	2	16,190	5,400	2,076
Educable mentally retarded	Elementary	18	1	16,190	5,400	1,199
	Junior High	18	No	16,190	-	899
	High School	18	No	16,190	-	899
Trainable mentally retarded	Elementary	15	2	16,190	5,400	1,799
	Junior High	15	2	16,190	5,400	1,799
Emotionally handicapped	Elementary	11	1	16,190	5,400	1,963
	Junior High	11	1	16,190	5,400	1,963
	High School	11	1	16,190	5,400	1,963
Resource rooms	Elementary	24	No	16,190	-	675
	Junior High	25	No	16,190	-	648
	High School	25	No	16,190	-	648
Multiply handicapped	Elementary	12	4	16,190	5,400	3,149
	Junior High	12	4	16,190	5,400	3,149
	High School	12	4	16,190	5,400	3,149

Source: State Education Department, October 17, 1980

Table 9

Comparison of Instructional Cost of Special Education
With and Without the Variance

Program	Level	Without the Variance	With the Variance	Difference $ / %
HC-30	Elementary	$1,619	$1,439	-$180/11.1%
	Junior High	1,079	1,199	+ 120/11.1
	High School	1,079	1,199	+ 120/11.1
Neurologically impaired/ emotionally handicapped	Elementary	2,159	2,076	- 83/3.8
	Junior High	2,159	2,076	- 83/3.8
	High School	2,159	2,076	- 83/3.8
Educable mentally retarded	Elementary	1,079	1,199	+ 120/11.1
	Junior High	899	899	-
	High School	899	899	-
Trainable mentally retarded	Elementary	2,159	1,799	- 360/16.7
	Junior High	1,799	1,799	-
Emotionally handicapped	Elementary	2,159	1,963	- 196/9.1
	Junior High	2,159	1,963	- 196/9.1
	High School	2,159	1,963	- 196/9.1
Resource rooms	Elementary	810	675	- 135/16.7
	Junior High	810	648	- 162/20.0
	High School	810	648	- 162/20.0
Multiply handicapped	Elementary	3,149	3,149	-
	Junior High	3,149	3,149	-
	High School	3,149	3,149	-

E. The Construction of the Budget

Findings

The construction of the budget is based upon register projections and staff ratios.

For 1980-81, total register projections were correct although the underlying assumptions were not accurate. 21% fewer evaluations than projected were completed but the actual number of students placed in programs was also different from the projected rate.

By March 1, 1981, in addition to 4,624 students awaiting a site offering, at least 4,514 students had been evaluated, but not placed because of processing delays.

Budgeted staffing ratios did not account for recruitment difficulties which resulted in 284 classroom teacher vacancies as of May, 1981 and a budget surplus. Some positions are not formalized for examinations; examinations are given very infrequently, and grading is slow, leading to large numbers of per diem certifications, further discouraging recruitment, exacerbating turnover, and compromising program integrity.

DSE's current budget was based on register projections. From an actual base of 65,595 students in January 1980, the Board projected a 41.4% register increase to 92,734 students by the end of this school year. Once the Board established how many handicapped students would be served, a series of model staffing ratios were designed to indicate the number of staff needed to serve the projected number of students. When the Board was unable to fill budgeted positions because of the difficulty in hiring certain special education staff, a budget surplus resulted.

1. Register projections

The register base of 65,595 handicapped students was agreed to by both OMB and DSE. This base then assumed a growth by May 1, 1981 to 92,734 taking attrition (the number of students leaving the system) into account. The assumed rate of growth was based upon 3,500 average completed evaluations per month. A show rate of 62.5% was established

as a weighted average of the percentage of students who began and completed the evaluations and placement process. This weighted average depended upon two factors:

1) 40.3% of the completed evaluations would be for resource rooms, 52.5% recommended for self-contained classrooms and 7.2% recommended for non-handicapped status;
2) a 90% show rate was assumed for students recommended for resource rooms and a 52% show rate was assumed for self-contained classrooms. Net growth resulted from using a 15% attrition rate.

How accurate were these projections for the number of completed evaluation and actual placements? Were these assumptions useful for estimating registers?

The total number of students counted in the special education register (91,513), including the number of students awaiting site placement in special education classes, as of the end of February, 1981, is only 1,211 students short of the Division's register projection (92,734) for May 1981.

In addition to the list of students awaiting a site offering, there are two other waiting lists. One list is for students who have been offered a site but are not placed, usually because transportation to the site has not been arranged yet. The third waiting list is for students who have been offered a site, but the student's Option A form, a parental consent form for placement, has not been

received. Once a student's Option A form has been completed, that student becomes part of the legal waiting list and is therefore subject to court mandates which stipulate that the child must be placed in an appropriate setting within 60 days of referral (Jose P. v. Ambach, 1979). This 60-day clock stops, however, if there is delay in receipt of the Option A form which is attributable to lack of parental cooperation. Why is the list of students awaiting parental consent for placement so large? One possible explanation may be that SBST staff are not pursuing the completion of the Option A form to keep the legal waiting list small. On the other hand, parents may not be responding to the form in a timely fashion. Or, unintentionally, SBST staff may not be following up on the consent forms once they are sent to parents. These two lists, for resource room students without Option A forms and site-offered students, total 4,514 students. Together with the 4,624 students awaiting site offering, the three lists total 9,138 students. This sum does not include students without Option A forms who have been referred to programs other than resource rooms.

Even though the May 1981 register projection for the total handicapped population seems to be quite close to or lower than actual, the underlying assumption on which the estimates were based were slightly off. First, the assumed rate of growth of the handicapped population was based on an average of 3,500 completed evaluations per month.

A monthly average of 2,769 evaluations were completed between September, 1980 and February, 1981. The number of completed evaluations for these six months is 4,384 less than the expected number

of evaluations for 6 months. (See Table 10.) This represents a 20.9% decrease from the estimated number of completed evaluations.

Table 10

Actual Completed Evaluations

Month	Evaluations	Number greater or less than assumed average of 3,500 monthly evaluations
Sep., 1980	3,735	+ 235
Oct., 1980	3,550	+ 50
Nov., 1980	2,088	- 1,412
Dec., 1980	1,917	- 1,583
Jan., 1981	2,462	- 1,038
Feb., 1981	2,864	- 636
TOTALS	16,616	- 4,384

Average per month: 2,769/20.9% decrease from 3,500.

Since the register projection for the total handicapped population is close to the actual register and the number of completed evaluations was less than expected, then either the assumed distribution of students by program or the assumed show rate was off in the May 1981 register projection.

The most apparent difference between the register projections and the actual register is in the generic resource room program (Table 11). The Board projected 8,103 more students in generic resource rooms than the sum of the February 1981 actual register plus the February 1981 waiting list of students who have not been offered a site. This discrepancy is mitigated by the waiting list

of students evaluated as needing services in a resource room whose Option A form has not been received. As of February 1981, 2,333 students evaluated as needing 2,814 hours of service in a resource room were awaiting the parental consent form for placement. When the number of students awaiting placement in a resource room, both with and without parental consent, is added to the actual register as of February 1981, the sum is 18,828 students. This figure is still 5,770 students short of the May 1981 register projection for students served in a generic resource room, though it may be closer by the end of the year.

The May 1981 estimate of the number of students served in a self contained setting was also too low. As of February 1981, 307 students were awaiting a site offering in an HC-30 class, and 258 students were awaiting a site offering in an EH class. The number of students evaluated as needing services in an HC-30 class or EH class requiring Option A forms is unavailable. However, it is safe to say that the demand for HC-30 and EH classes is growing and accounts for the growth of the self contained population. The number of students in the handicapped "other" category totalling 413 by March 31, 1981, was also underestimated in the May 1981 projections. The increase in the number of mildly speech impaired students receiving itinerant services to 291 by March 31, 1981 accounts for the growth in this category.

2. Staffing ratios

Once the BE established how many handicapped students would be served, the number of staff needed to serve these students had to be established. This was done through a series of staffing ratios for each type of class.

Table 11

Register Projections and Actual Registers
for Special Education Classes

Types of Classes	Actual 1/80	Estimate 6/80	Actual 6/80	Estimate 9/80	Actual 9/30/80	Estimate 5/1/80	Actual 2/81	Wait. List End of 2/81	Actual 2/81 + Wait. List 2/81 $ / %
Self-Contained	50,455	52,906	53,438	54,475	56,874	56,911	58,533	1,494	60,027/65.6%
Generic Resource Rooms	4,218	9,643	8,083	15,063	9,292	24,598	13,734	2,761	16,495/18.0
Categorical Resource Rooms	2,318	2,304	2,765	2,249	2,614	2,136	2,770	187	2,957/3.2
Other	3,604	3,604	2,750	3,604	2,287	3,604	5,692	39	5,731/6.3
Private Schools	5,000	5,000	5,823	5,000	5,878	5,485	6,160	143	6,303/6.9
Totals	65,595	73,457	72,859	80,391	76,945	92,734	86,889	4,624	91,513/100.0%

Source: Division of Special Education

The staffing ratios were designed by DSE and represented the ideal model of staffing in each type of handicap program. This differed significantly from previous years in which incremental increases were budgeted disregarding the staffing each program warranted. Such an approach was the first step in the development of a program budget.

The ideal model did have one flaw; the assumption that staff for these models actually existed or could be recruited with traditional methods. In fact, some staff is in great demand and short supply, especially, teachers of resource rooms and occupational and physical therapists. The staff shortages resulted in an inability to fill budgeted positions and a surplus in the Division of Special Education. According to the December budget variance report, a $6.5 million projected surplus existed in the BE, primarily in special education.

As of May 22, 1981, there were 284 teacher vacancies in special education in the following programs:

Autistic	6
Emotionally handicapped	34
Educable mentally retarded	3
Adult skills training center	2
EC-30	3
General Industrial lab	1
Learning center II (readiness)	2
Neurologically impaired emotionally handicapped	6
School for language and hearing impaired	5
Speech improvement	1
Trainable mentally retarded	1
Title I Reading	16
Title I Math	21
Bilingual emotionally handicapped	3
Resource room	109
Center for the multiply handicapped	11
Occupational training center	8
Hard of hearing	1
Teacher mom	1
Readiness	13

Day treatment (cluster sites for the emotionally handicapped)	32
Career development center	5
TOTAL	284

Source: Board of Education, the Division of Personnel, May, 1981

There were 300 vacant classroom positions in April, 1981, so the number of vacant budgeted positions is dropping. However, new student evaluations may require more teachers.

Teacher recruitment and hiring are the responsibilities of the Personnel Division. Because there is an acute shortage of resource room teachers, the administrative office for the generic resource room programs has assigned a person to be in charge of personnel. This office conducted research to find the best methods for teacher recruitment and found that most teachers are hired through friends who already work in the program, and through bi-weekly advertisements in the New York Times. To a degree, the administrative office for the generic resource room program has taken over recruitment responsibilities from the central Personnel Division. Between 5 and 10 resource room teachers are hired weekly, and if teacher hiring continues over the summer at this rate, there will be a maximum of 39 generic resource room teacher vacancies by September 1981. However, children continue to be evaluated all year, requiring more teachers, and teacher recruitment for short-term assignments is difficult.

There are five people in the Personnel Division who are directly responsible for hiring special education staff. The Division advertises openings in the major newspapers. For the prospective employee, the first step in the hiring process is to have official transcripts

reviewed by the Board of Examiners. On the basis of that review, the Board of Examiners will immediately indicate what licensing exam the applicant is eligible to take. Since the exams for regular special education licenses are given infrequently, the applicant can pursue a temporary per diem certificate. The tests for temporary per diem certificates are given a week to ten days after the applicant has requested to take the test and are corrected ten days after they are given. The Chancellor's office requests exams for regular special education licenses to be given when the need arises. Once the exam is corrected, a list is promulgated from which the Personnel Division may hire staff.

Dr. Gerald Brookes, the administrator of the Office of Field Services in the Division of Personnel, identified four factors that contribute to the difficulty of hiring special education staff. He describes teaching special education students as "difficult work." Second, although there are so many vacancies in special education teaching positions, he feels that the number of regular education teachers laid off in the 1975-76 school year has left the impression that teaching in New York City's public schools is not a secure position. Third is that the entry level salaries paid by the Board are not as attractive as other offers. Finally, Dr. Brookes explained that to a large extent, negative publicity has created a bad image of the school system, and teachers are wary of working in New York City's public schools. Moreover, certain districts are perceived as particularly undesirable and have more difficulties acquiring necessary staff.

Despite these admitted difficulties in teacher recruitment, more could be done to make it easier for applicants to negotiate the complex BOE hiring procedures. An EPP member, posing as an applicant for a special education teaching position in February 1981, reported the following difficulties:

- conflicting information from Personnel and the Board of Examiners about qualifications and waivers;
- failure to inform him about the availability of waivers;
- conflicting information at different times from the Board of Examiners about the application procedure;
- lack of direction from receptionists about where to apply;
- the necessity to speak with several different offices to get all necessary information, material, and applications.

The most severe teacher shortage problem is in the resource room program. Recruiting bilingual staff in all special education positions is another difficult problem for the Personnel Division.

The following licenses are offered in special education:

Teacher Licenses:	Other Licenses:
Emotionally Handicapped	Social Worker
Health Conservation	Psychiatrist
Mentally Retarded	Psychologist
Speech Improvement	
Limited Vision	
Deaf and Hard of Hearing	
Blind	

The following is a list of the most recent exams given, or scheduled to be given for special education teaching licenses. Applications for these exams were made available January 30, 1980.

License	Closing Date for Applications	Date of Exam
Mentally Retarded	5/8	6/10/81
Limited Vision	5/8	6/10/81
Deaf and Hard of Hearing	5/1	6/3/81
Health Conservation	5/1	6/4/81
Speech Improvement	3/19	4/9/81

Source: Board of Examiners, May 1981

Not only are special education licensing exams given very infrequently, but once the exam is given, a great deal of time elapses before the Board of Examiners promulgates an eligible list. For example, on June 30, 1980, an exam for an emotionally handicapped teaching license of a generic nature was given. This was the first emotionally handicapped licensing exam given in five years and the first special education licensing exam given in three years. At least 6,000 people took the exam and the Board of Examiners, a year later, has yet to promulgate a list. The last exam for the psychologist license was given in 1974.

There is no license specifically for resource room teachers. Resource room teachers are required to have a masters degree in any special-education-related discipline plus a minimum of 6 credits in reading. Applicants with 3 credits of math as well are preferred. These requirements are more rigorous than those for other positions and may partially account for the recruitment problems. As of May 27, 1981, one-third of all resource room teachers held temporary per diem certificates; the rest serve on other special education licenses.

This does not help program integrity, remarked the director of the generic resource room program, who would like to see a resource room teaching license developed. Education evaluator, a mandated member of all Committees on the Handicapped and SESTs, is another position that has not been formalized or well-defined.

The drawbacks of the temporary per diem certificate for teachers are that teachers are frozen on a low salary step, they have no job security, and no pension plan. Approximately 3,500 special education staff hold temporary per diem certificates as of May 1981. For the resource room program, temporary per diem teachers will take exams for other special education licenses to remove themselves from temporary per diem status and obtain a degree of job security. Certainly the temporary per diem certificate allows the Personnel Division to hire special education staff far more quickly, thus reducing the problem of teacher vacancies. The lower salary scales of per diem teachers also have contributed to the 1980-81 surplus at DSE. However, the conditions for the temporary per diem certificate are not attractive enough to keep teachers satisfied, and temporary per diem teachers may leave the system for more promising positions.

The position of special education supervisor only recently has been formalized. Therefore, many district managers are not properly certified, or teachers or members of the Committee on the Handicapped with other duties are fulfilling this role. Their lack of a formal title has compromised the supervisory authority of persons acting in this position.

Staff acting in the position of supervisor are now facing a formal hiring process which includes an exam and three steps of

interviews. Superintendents reported that some acting special education supervisors, who had done an outstanding job, were not making it to the second interview. The resulting assignments may cause further temporary disruptions in the Division's staffing patterns. The Division is now reviewing these problems.

Recommendations

The Board of Education should formalize special education positions as quickly as possible so that teachers, supervisors and administrators may be properly licensed and paid and have the full authority of their positions. Vigorous recruitment efforts should be undertaken and alternative methods explored. Licensing tests must be given more frequently and graded expeditiously.*

Future projections for staff needs should take into account the experience of this year concerning placement rates and patterns. Furthermore, the Board should investigate the cause for the delays in the process of obtaining Option A parental consent forms.

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* The EPP has consistently advocated the elimination of the Board of Examiners and alternative certification methods are under discussion at the state level. However, as long as the Board has the responsibility of producing hiring lists, it must fulfill that function in a timely manner.

CHAPTER IV

The Current Budget (1980-81)

A. Introduction

Findings

DSE's budget for FY 1981 is made up of administration (4.9%), support (17.6%), and instruction (70.6%).

The adopted budget for DSE was $290,531,461 for this school year. (DSE's budget does not include transportation, fringes, and pensions.) Of this, $251.99 million was for staff salaries (PS) and $38.54 was for supplies and equipment (OTPS). For the purposes of this report, the budget condition in November will be used because the financial plan savings will have been allocated. Thus, the November condition is a more adequate reflection of the budget.

DSE's budget is divided into 19 budget codes. (See Appendix B.) Each corresponds to a program and can include administrative, supervisory, and teaching positions. Therefore, in some budget codes it is impossible to delineate whether staff are budgeted to work in an administrative office, to supervise special education staff, or to work with children at the school level. The budget codes are subdivided into lines which correspond to the formal titles or positions in which staff are paid. Since many staff positions are not formalized, the lines are not an accurate indication of where staff are working.

Chart 3 illustrates the structure of the budget. There is one box for each budget code. Where the budget code includes more than one type of position, various staff are listed parenthetically. The number of full-time staff and the amount of money budgeted in each code are indicated in each box. Finally, the percentage of the

total amount budgeted for staff salaries (PS) in each budget code is indicated at the bottom of each box. At the bottom left hand corner are two boxes for Preplacement classes and Central Support. Preplacement classes are being phased out. When a child's diagnosis is unsure, the child is placed in a preplacement class for further observation until an appropriate diagnosis and program recommendation can be made by the teacher. The central support unit is for teachers and administrators on sabbatical.

Another way to understand DSE's budget is to group the budget codes according to the function they represent under the broad categories of administration, support, and instruction.

Table 12 is DSE's current budget for FY '81. The administrative share of the budget is 4.9%. The support share is 17.57%. Instruction takes up 70.62% of the budget. The remainder lies in collective bargaining lump sums yet to be distributed. The difference between pedagogical and administrative positions is not a simple division between administrators and teachers. Staff paid on pedagogical lines in administrative offices or supervisory positions must meet the educational and credit requirements of the jobs, which usually are related in some way to teaching. Most supervisors and coordinators are paid on pedagogical lines. The 031 code is for para-professionals who are paid by the hour. The 032 code is for staff who are paid by the day (temporary per diem staff).

CHART 3

DSE BUDGET (November 1, 1980)

Personnel (PS) $256,783,435
Staff: Only full-time positions

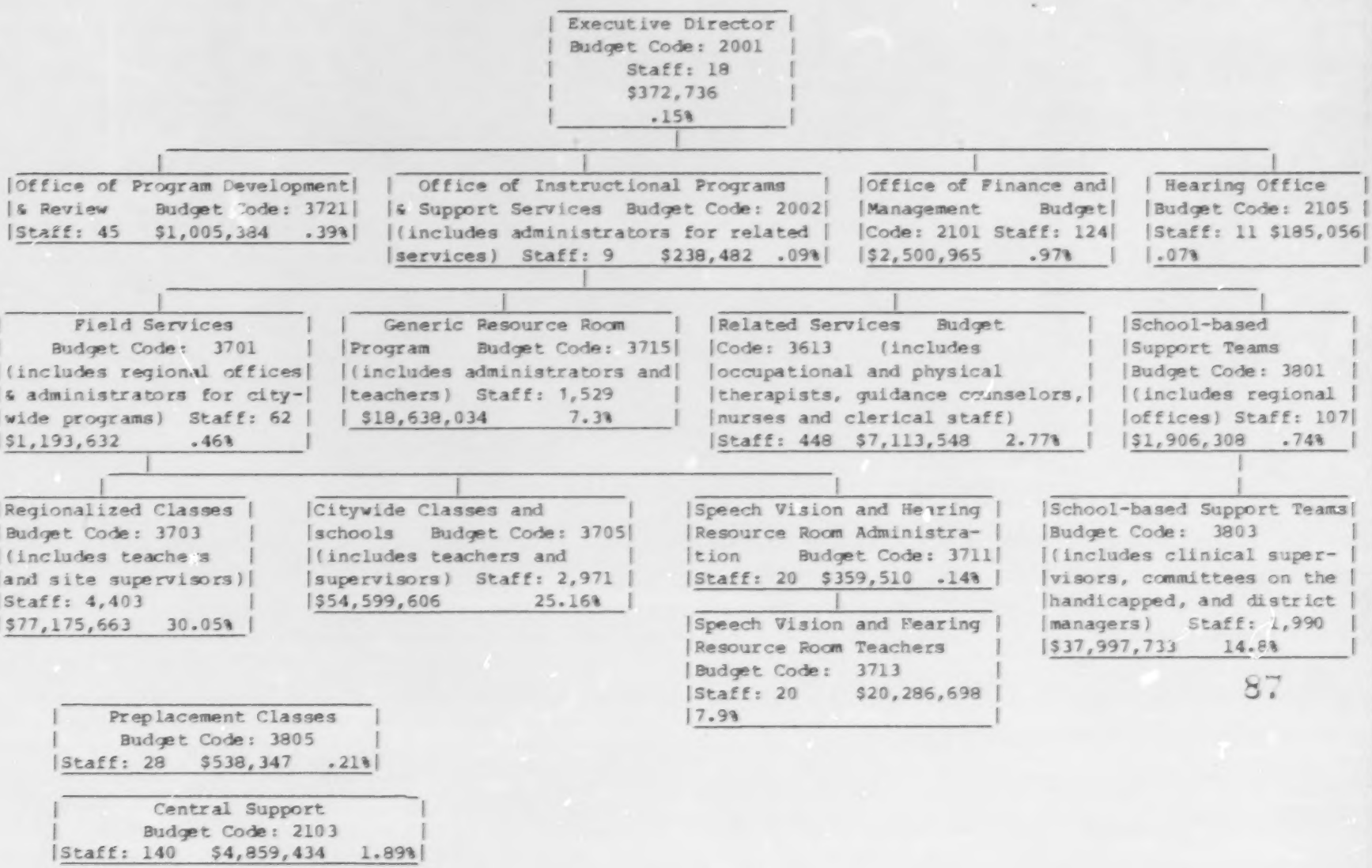
Executive Director
Budget Code: 2001
Staff: 18
$372,736
.15%
Office of Program Development & Review Budget Code: 3721
Staff: 45 $1,005,384 .39%
Office of Instructional Programs & Support Services Budget Code: 2002
(includes administrators for related services) Staff: 9 $238,482 .09%
Office of Finance and Management Budget Code: 2101 Staff: 124
$2,500,965 .97%
Hearing Office
Budget Code: 2105
Staff: 11 $185,056
.07%
Field Services
Budget Code: 3701
(includes regional offices & administrators for city-wide programs) Staff: 62
$1,193,632 .46%
Generic Resource Room Program Budget Code: 3715
(includes administrators and teachers) Staff: 1,529
$18,638,034 7.3%
Related Services Budget Code: 3613 (includes occupational and physical therapists, guidance counselors, nurses and clerical staff)
Staff: 448 $7,113,548 2.77%
School-based Support Teams
Budget Code: 3801
(includes regional offices) Staff: 107
$1,906,308 .74%
Regionalized Classes
Budget Code: 3703
(includes teachers and site supervisors)
Staff: 4,403
$77,175,663 30.05%
Citywide Classes and schools Budget Code: 3705
(includes teachers and supervisors) Staff: 2,971
$54,599,606 25.16%
Speech Vision and Hearing Resource Room Administration Budget Code: 3711
Staff: 20 $359,510 .14%
Speech Vision and Hearing Resource Room Teachers
Budget Code: 3713
Staff: 20 $20,286,698
7.9%
School-based Support Teams
Budget Code: 3803
(includes clinical supervisors, committees on the handicapped, and district managers) Staff: 1,990
$37,997,733 14.8%
Preplacement Classes
Budget Code: 3805
Staff: 28 $538,347 .21%
Central Support
Budget Code: 2103
Staff: 140 $4,859,434 1.89%

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Table 12

1980-81 DSE's Budget

UNIT	Full-Time Admin.	Full-Time Pedagogues	Hourly	Days	PS	OTPS
A. Budget Code Administration						
2001: Executive Dir.	8	10			$ 372,736	
2002: Office of Instsructional Programs & Support	3	6	13		238,482	
2101: Finance & Management Services	91	33	1,098		2,500,965	$ 799,027
2103: Central Support	140		9,782	43,044	4,859,434	1,151,719
2105: Hearing Off. on Appeals	9	2	3,580		185,056	170,250
3701: Field Services	26	36	14,640		1,193,632	2,705,839
3711: Speech, Vision & Hearing Resource Room Admin.	10	10	692		359,510	64,763
3721: Off. of Program Development	10	35			1,005,384	
3801: School-based Support Team Admin.	35	72	24,400		1,906,308	1,442,000
Subtotal	332	204	54,205	43,044	12,621,507	6,333,598
B. Support						
3613: Related Services	76	372	106,543		7,113,548	1,635,277
3803: SBST	462	1,528	411,178	842	37,997,733	
Subtotal	538	1,900	517,721	842	45,111,281	1,635,277
C. Instruction						
3703: Regionalizes Classrms.	7	4,396	124,463		77,175,663	
3705: Citywide Clses. & Sch.	12	2,959	1,670,461		64,599,606	
3713: Speech, Vision & Hearing Ressource Rooms	5	1,232	16,906		20,286,698	
3715: Generic Res. Rms.	26	1,503	28,839		18,638,034	591,980
3805: Pre-Placement	2	26	8,564		538,347	
Subtotal	52	10,116	1,849,233		181,238,348	591,980
D. OTPS Only						
2104: NYSTL OTPS 975,000						
2110: Payments for Instr. of 31,295,000						
Lump Sum PS 17,812,299						
TOTAL	922	12,220	2,421,159	43,886	256,783,435	40,830,855

B. Administration

DSE's administrative staff was budgeted for 536 positions as of November 1, 1980 for $12,621,507 which is 4.9% of DSE's budget.* Of these 536 positions, 140 are a central support unit used for teachers and administrators on sabbatical. This leaves 396 budgeted positions within administration which includes regional office staff. The Office of the Executive Director is budgeted for eight administrative staff and ten pedagogical for a total of 18. The Office of Instructional Programs and Support Services has a budget of three administrators and six pedagogues. Between the central and regional offices for instruction, 62 positions have been budgeted, with each regional office having a regional coordinator for instruction in charge of field services plus an assistant with several support staff members. The support side consists of a central and regional structure also divided into six regional offices with total budgeted positions of 107.

C. Support Services

Findings

There are few positions for special education guidance counselors budgeted in the community school districts. Presently, there is a paucity of school-based support teams budgeted in the school districts.

However, some districts have better staffing than others. Guidance counselors range from a ratio of counselors to handicapped studentsof 1/247 to 1/859. The ratio of SBSTs to referrals ranges from 1/13.5 to 1/57.1.

Support services are primarily aimed at serving the handicapped child in areas other than instruction. They can be classified into

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* PS only ($256,783,435).

evaluation, placement and related services such as counseling, occupational and physical therapy. Support services are reflected in two budget codes:

1) Budget Code 3613; Related Services budgeted for $7,113,548 which is 2.77% of the budget for 448 staff members.

2) Budget Code 3803, School Based Support Teams budgeted for $37,997,733, which is 14.8% of the PS budget for 1,990 staff members.

1) Related services are divided into several staff categories:

Occupational therapists	25
Physical Therapists	25
Staff Nurses	23
Special Education Guidance Counselors	210
Teacher lines for physically handicapped orthopedic (adaptive physical education)	160
Other	5
	448

The distribution of these budgeted positions among the districts is quite diverse. Occupational and physical therapists and staff nurses are primarily in special schools for the physically handicapped child as are teachers for the physically orthopedic.

The numbers of budgeted special education guidance counselors in the community school districts vary from district to district. (See Table 13.) They range from a ratio of 1 counselor to 247 children in District 5 to 1 to 859 in District 12. The average school district is budgeted one guidance counselor for every 441 handicapped students. Districts 10, 11, 12, 15, 20, 21, 24 and 30 have ratios that exceed one guidance counselor to every 500 students.

Table 13

Special Education Guidance Counselors As Budgeted

Districts	Handicapped Students 10/31/80	Guidance Counselors Budgeted 11/17/80	Ratio GCs/HC Pop
MANHATTAN			
1	1,263	3.4	1/372
2	1,524	4.2	1/363
3	1,209	2.8	1/432
4	1,142	3.2	1/357
5	965	3.9	1/247
6	720	1.6	1/450
High Schools	1,490	3.4	1/438
Total	8,313		
BRONX			
7	1,434	3.6	1/398
8	1,622	3.4	1/477
9	1,288	4.8	1/268
10	1,231	2	1/618
11	2,056	3	1/685
12	1,375	1.6	1/859
High Schools	2,663	5	1/533
Total	11,669		
BROOKLYN W.			
13	1,282	3	1/427
14	957	3.2	1/299
15	1,701	3	1/567
16	1,069	3	1/356
17	907	2.2	1/412
20	2,076	3.4	1/611
High Schools	--	3.3	
Total	7,992		
BROOKLYN E.			
18	1,295	3	1/432
19	1,509	5.3	1/285
21	1,996	3	1/665
22	1,713	4.2	1/408
23	995	3.5	1/284
32	892	1.8	1/496
High Schools J&W	3,711	2.6 + 3.3	1/629
Total	13,111	5.9	
QUEENS			
24	1,260	2	1/630
25	2,103	5.2	1/404
26	1,888	3.8	1/497
27	2,449	4.1	1/597
28	1,383	3.4	1/407
29	1,315	2.6	1/506
30	1,221	2	1/611
High Schools	2,787	5.8	1/481
Total	14,406		
STATEN ISLAND			
31	2,695	6.4	1/421
High Schools	635	1.4	1/454
Total	3,330		
GRAND TOTAL	57,821	136.3	

If the budget is a planning tool as well as a best estimate of ways dollars will be spent, the wide discrepancy in the distribution of guidance counselors should be examined. However, these conclusions must be considered in light of the fact that there are so few guidance counselors. Almost all are itinerant usually averaging one day per week in a school.

The position of special education guidance counselor has not been formalized. The hiring criteria for this position are the same as those for a non-special education guidance counselor.

The principal of PS 279 (see case studies) reported that three guidance counselors visited her school, all part-time. One visited the regular students 2 1/2 days a week; one visited the readiness class 1/2 day every two weeks; one visited the other handicapped students 1 1/2 days a week. The principal wanted one guidance counselor full-time. This is possible but would require a coordination of services between regular guidance counselors and special education guidance counselors. With a full-time guidance counselor or even one that shares only two schools, the functions of a guidance counselor can be fulfilled.

Similar disparities occur in the distribution of school-based support teams (SBSTs). In 1979-80 three districts were chosen as model districts to develop and implement the concept of the school-based support team -- Districts 12, 15, 31. This school year school-based support teams were installed throughout the city. 440 teams were assigned to spend at least one day in each school.

In order to budget SBSTs in the schools, the actual needs of each district were determined by projecting the demands for their

services. These projections were based upon data available at the time, namely, the referral rate of children who may be in need of special educational services, the demand for re-evaluations and the best estimate of the need for support services such as counseling. Since SBSTs were going into the schools for the first time, the budget allocation was a best estimate.

In hindsight it is possible to examine those budgeted positions. Again the question of how to measure the need for SBST's services arises. Using available data, EPP totaled the number of referrals to SBSTs in each district for the first three school months, September, October, and November. The number of referrals includes students who have been referred to the SBST from regular education and students from special education who required annual or triennial re-evaluations. These were the major components of OSE's allocation formula. The formula provided for no preventive services, although schools do provide them.* Related services are a minor component in the formula and were not included in this analysis. Ratios were created for the number of teams compared to the monthly statistic, the number of educational evaluators compared to the monthly statistic, and the total number of professional staff (psychologists, social workers and educational evaluators) compared to the monthly statistics. As can be seen in Table 14, there is a wide distribution pattern for any of these ratios.

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* Survey conducted by Office of Budget Operations and Review, BOE, February 1981.

The ratios of SBSTs to the number of referrals or re-evaluations in each district varied from one team to 13.5 referrals in District 16 to one team to 57.1 referrals in District 24. The ratio of educational evaluators to these referrals ranges from 1 to 16.6 in District 14 to 1 to 18 in District 24. The ratio of total professional staff to referrals ranges from 1 to 4 in District 16, to 1 to 68.5 in District 24. The average school district has a ratio of one SBST for every 25.2 referrals. The following five districts have ratios that exceed one SBST for every 35 referrals: 10, 18, 24, 27 and 30.

TABLE 14

School-Based Support Teams as Budgeted

District	SBST Teams	September November 1980 Referrals	SBST/Referral	Prof. Staff	Prof. Staff/ Referrals	Ed. Evaluators	Ed. Eval./ Referrals
MANHATTAN							
1	10	230	1/23	32	1/ 7.2	8	1/28.8
2	15	229	1/15.3	45	1/ 5.1	11	1/20.8
3	10	190	1/19	32	1/ 5.9	8	1/23.8
4	8	140	1/17.5	28	1/ 5	7	1/20
5	8	246	1/30.8	27	1/ 9.1	7	1/35.1
6	7	183	1/26.1	27	1/ 6.8	9	1/20.3
BRONX							
7	10	247	1/24.7	32	1/ 7.7	8	1/30.9
8	12	257	1/21.4	36	1/ 7.1	8	1/32.1
9	10	236	1/23.6	33	1/ 7.2	9	1/26.2
10	11	596	1/54.2	38	1/15.7	12	1/49.7
11	16	417	1/26.1	47	1/ 8.9	11	1/37.9
12	12	215	1/17.9	37	1/ 5.8	8	1/26.9
BROOKLYN W.							
13	9.5	199	1/20.9	31.5	1/ 6.3	8	1/24.9
14	8	166	1/20.8	30	1/ 5.5	10	1/16.6
15	16	222	1/13.9	46	1/ 4.8	10	1/22.2
16	8	108	1/13.5	27	1/ 4	6	1/18
17	8	221	1/27.6	31.5	1/ 7	10	1/22.1
20	11	263	1/23.9	34	1/ 7.7	8	1/32.9
BROOKLYN E.							
18	9	404	1/44.9	30	1/13.5	8	1/50.5
19	13	216	1/16.6	39	1/ 5.5	9	1/24
21	15	397	1/26.5	45	1/ 8.8	11	1/36.1
22	14	471	1/33.6	45	1/10.5	12	1/39.3
23	10	272	1/27.2	32	1/ 8.5	8	1/34
32	8	185	1/23.1	28	1/ 6.6	8	1/23.1
QUEENS							
24	12	685	1/57.1	38	1/18	10	1/68.5
25	14	335	1/23.9	40	1/ 8.4	8	1/41.9
26	12	208	1/17.3	35	1/ 5.9	7	1/29.7
27	16	587	1/36.7	49	1/12	13	1/45.2
28	12	370	1/30.8	39	1/ 9.5	11	1/33.6
29	13	379	1/29.2	45	1/ 8.4	15	1/25.3
30	9	325	1/36.1	30	1/10.8	8	1/40.6
STATEN ISLAND							
31	19	365	1/19.2	55	1/ 6.6	14	1/26.1
TOTALS	365.5	9,199	1/25.2	1,164	1/ 7.9	300	1/30.7
HIGH SCHOOLS							
Region I	13			35		7	
II	18			46		8	
III	7			24		8	
IV	15			42		10	
V	21			55		11	
VI	3			9		2	
GRAND TOTAL	442.5			1,375		346	

NSE-3/2

A good start was made this year when an allocation formula was developed to distribute SBSTs. However, problems remained. District 31 was budgeted for 19 teams, but it had 320 fewer total referrals than District 24 which had been budgeted for only 12 teams. District 15 had low ratios with 16 SBSTs to 222 referrals. However, members of SBSTs in District 15 stated that they were understaffed; they could not possibly do an effective job unless more teams existed so that each team could have more time in the school to offer preventive services to regular students. As of March 1981, no SBST is assigned to fewer than three schools and 20% are assigned to four or more.

Although the budgeted distribution of SBSTs is questionable, it should be remembered that, in total, there are not enough teams to go around and do an adequate job. A fairer allocation of SBSTs may be found when more staff are added. If the budget request for FY'82 is granted and 220 additional teams are added, then the Board of Education must address what kinds of criteria will be used to assign these teams in as fair a way as possible.

Recommendations

As additional SBSTs are added, the Board of Education must assign them in an equitable manner.

Also, since guidance counselors play an important role in special education and are in scarce supply, an effort should be made to coordinate the service activities of itinerant special education guidance counselors. Furthermore, the activities of regular guidance counselors and special education counselors should be coordinated so that all children receive appropriate guidance services.

D. Instruction

Findings

The distribution of teachers budgeted for special education programs reflects the distribution of the types of handicapped students in the community school districts.

Instruction for handicapped students has been divided into two major divisions: regionalized classes and citywide classes and schools. Regionalized classes are all those classes in elementary, junior high and high schools under supervision of the six DSE regions. The students placed in these classes are those with physical handicaps, most of those with emotional handicaps and the retarded students. Low-incidence programs, such as the autistic and Teacher-Mom students, remain centralized because there are too few students to place these programs in every district. All the special education schools, such as for the emotionally handicapped, are placed in the citywide division and remain centralized. In addition to the low-incidence programs and the special schools, resource room programs have also remained centralized.

There are several budget codes which contain these instructional programs:

Table 15

Budget for Instructional Services

Budget Code	Program	PS $ Amount	% of PS	# of Staff
3703	Regionalized Classes	$77,175,663	30.05%	4,403
3705	Citywide Classes	54,599,606	25.16	2,971
3713	Hearing, Vision Speech Classes	20,286,698	7.9	1,237
3715	Generic Resource Rooms	18,638,034	7.3	1,529
3805	Preplacement Classes	538,347	0.21	28
			70.62	

% of PS 256,783,435

In the budget, teacher positions follow the child. The more handicapped students in a district or high school, the more teachers there are budgeted. If these budgeted teacher lines are divided into programs offered for students with various handicapping conditions, the distribution reflects the distribution of the types of handicapped students, except for related services. In order to control for size of the handicapped population, the districts have been grouped according to size in Chart 4. The next two graphs chart the number of teachers in each of the districts.

Resource allocations for three types of services are reflected in Chart 5:

1) generic resource rooms, budget code 3715;

2) itinerant speech teachers, budget code 3713;

3) related services, budget code 3613.

The number of teachers budgeted for generic resource rooms reflects the current distribution of students in generic resource rooms. CSD 5, 9 and 12 have few teachers budgeted for resource rooms. Itinerant speech teachers on the other hand are fairly evenly distributed from group to group. The related services as a group are poorly budgeted in District 12, 11 and 21 even when compared to districts of similar size.

In Chart 6, there are three types of services:

1) HC-30 physically handicapped population, budget code 3703;

2) emotionally handicapped, budget code 3703;

3) educable mentally retarded, budget code 3703.

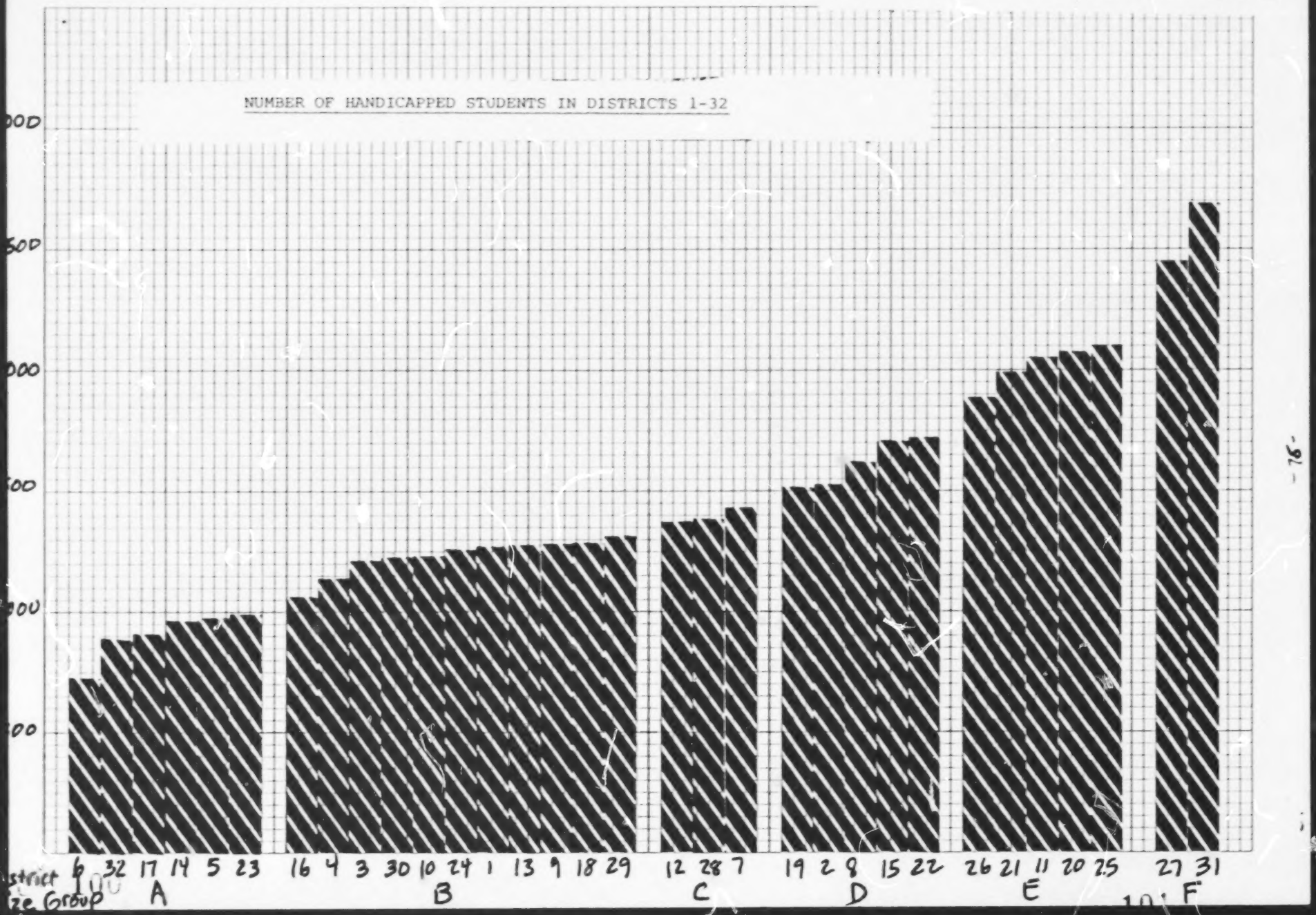
Again, these budgeted lines follow the type of handicapping conditions. CSD 10 serves a small population of emotionally handicapped children and therefore has few teachers budgeted for the emotionally handicapped. Similarly, District 26 has identified few handicapped children as mentally retarded and therefore few teachers are budgeted for this population.

K•E 10 X 10 TO THE INCH • 7 X 10 INCHES
KEUFFEL & ESSER CO MADE IN U.S.A.

46 0700

Chart 4

Source: Board of Education as of 10/31/80.


NUMBER OF HANDICAPPED STUDENTS IN DISTRICTS 1-32
District 6 32 17 14 5 23 16 4 3 30 10 24 1 13 9 18 29 12 28 7 19 2 8 15 22 26 21 11 20 25 27 31
Size Group A B C D E F

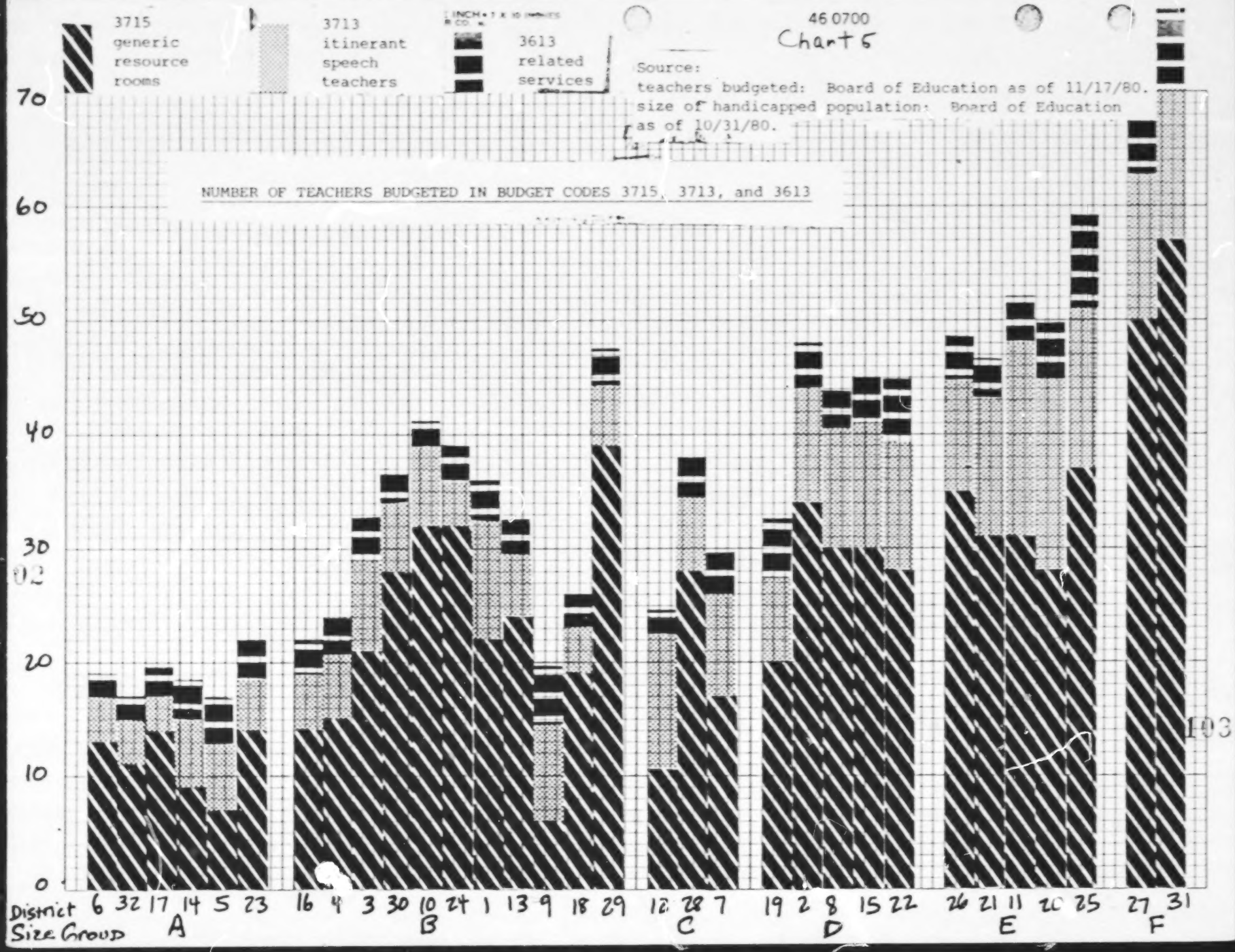
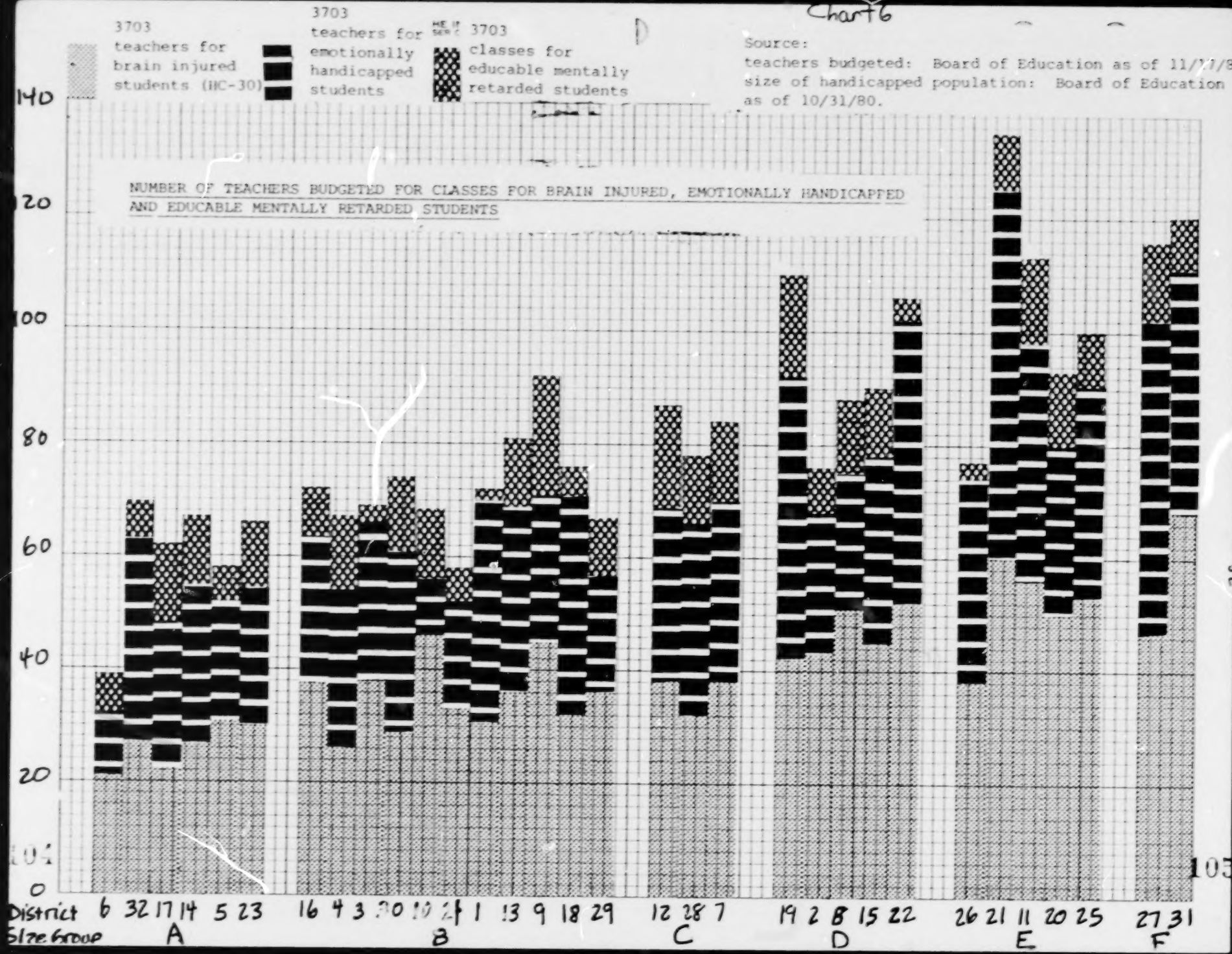

3715
generic
resource
rooms
3713
itinerant
speech
teachers
3613
related
services
46 0700
Chart 5
Source:
teachers budgeted: Board of Education as of 11/17/80.
size of handicapped population: Board of Education
as of 10/31/80.
NUMBER OF TEACHERS BUDGETED IN BUDGET CODES 3715, 3713, and 3613
70
60
50
40
30
20
10
0
District 6 32 17 14 5 23 16 4 3 30 10 24 1 13 9 18 29 12 28 7 19 2 8 15 22 26 21 11 20 25 27 31
Size Group A B C D E F

Chart 6


3703 teachers for brain injured students (HC-30)
3703 teachers for emotionally handicapped students
3703 classes for educable mentally retarded students
Source:
teachers budgeted: Board of Education as of 11/1/80
size of handicapped population: Board of Education as of 10/31/80.
NUMBER OF TEACHERS BUDGETED FOR CLASSES FOR BRAIN INJURED, EMOTIONALLY HANDICAPPED AND EDUCABLE MENTALLY RETARDED STUDENTS
140
120
100
80
60
40
20
0
District 6 32 17 14 5 23 16 4 3 30 10 24 1 13 9 18 29 12 28 7 19 2 8 15 22 26 21 11 20 25 27 31
Size Group A B C D E F

E. District Budgets

Findings

Funding allocations to the districts for coverage in special education programs are complex. Depending on the type of handicapped student served, the responsibility for teacher coverage of classes shifts between the Division of Special Education and the Community School Districts. Emotionally handicapped, neurologically impaired emotionally handicapped, and Track IV students are dismissed one period earlier because the State law requirement for a full day is claimed to be met by instructing these students during lunch.

Funds for teacher coverage of classes in special education programs are allocated to the districts each year in far too complicated a manner. "Coverage" is funds for preparation, administrative and duty free lunch periods when teachers are not required to be in the classroom. These funds are allocated through Module 5 of the community school district allocation formulae and equal $13,255,079.

1. Preparation and administrative period coverage

The responsibility for coverage shifts from DSE to the districts depending upon the type of handicapped as illustrated in Table 16.

There are the following problems with this arrangement:

(a) CEH, NIEH and Track IV students are dismissed one period earlier by 2:00 or 2:15. The state law requirement of a full school day is met by instructing these students during lunch. This means that no coverage of preparation periods is paid because the teachers can take their preparation periods at the end of the day, when handicapped students are not there. However, this practice deprives the children of a full school day and of a lunch break. The State Education Department and the New York City Comptroller have both

noted this practice in recent audits. Continuing the practice would violate the April plan under the requirements of the Jose P. case.

(b) As shown in Table 16 the community school districts are not responsible for all coverage of classes within their schools. The division of responsibility between DSE and the districts follow no rational pattern, which disrupts planning and creates confusion at the local school level. It is also difficult to hold anyone accountable for failure to cover a class under such circumstances.

TABLE 16

Coverage Responsibility of Preparation and Administration Periods*

Coverage Responsibility	Type of Special Education Class
Division of Special Education	Teacher-Mom Autistic Transitional CEH - Junior High (Classes for the Emotionally Handicapped - Type "A" Classes) ASTC All Occupational Training Centers
Division of Special Education/ Districts	CEH (Type "A" Classes) - Elementary (Special Education provides coverage for every two classes, i.e., 2, 4, 6, etc.; where odd number of classes occur, districts provide coverage for one class, special education the balance, e.g., 5 elementary CEH classes, district covers 1 class, Special Education covers 4.)
Districts**	HC-10 (Health Conservation - 10) HC-20 HC-30 NIEH (Neurologically Impaired and Emotionally Handicapped) EMR (Educable Mentally Retarded) EMR-DL (EMR - Delayed Learner) TMR (Trainable Mentally Retarded) Track IV Doubly Handicapped (Formerly Multiple Handicapped) Visually Handicapped Hearing Handicapped Readiness

* Pupils in CEH, NIEH and Track IV programs are scheduled for instruction during part of their lunch period and are dismissed one period earlier. For these classes, the special education classroom teacher's duty-free lunch period requires teacher coverage; preparation periods, taken at the end of the day, require no coverage.

** Special education unit teachers (crisis intervention teahcers) provide 5 periods of coverage per week to special education classes in their assigned school.

2. Duty-Free Lunch

Lunches for special education students often require coverage by paraprofessionals. Districts have been allocated funds for paraprofessional coverage in these cases. Funds are also allocated to the districts for teacher coverage for those classes in which lunch and instruction are combined so that special education teachers have a duty-free lunch. Table 17 documents the responsibilities of lunch coverage either by the districts or the Division.

The problem with this arrangement is that many classes (HC-10, HC-20, HC-30, EMR, TMR, Readiness) are in schools in which the principals already have responsibilities for coverages of preparation and administrative periods, but not for lunch. This often results in confusion, failure to cover, and general lack of smooth planning and continuity. Also, it is impossible at the present time to audit the proper allocation of coverages unless responsibility rests in one place.

Recommendations

Responsible for all coverage, with the possible exception of low-incidence classes, must be vested in one place. Sharing coverage responsibilities for special education classes impedes continuity and the auditing of resources allocations.

Unless a child's Individual Education Plan dictates otherwise, students should have a full school day and a separate lunch period with other studetns. Compliance with the April plan under the Jose. P. case should be monitored to insure this.

TABLE 17

Duty-Free Lunch Coverage

Lunch Coverage	Type of Special Education Class	
Module 5 Paraprofessional	HC-30	(Health Conservation - Elementary
	EMR-DL	(Educable Mentally Retarded - Delayed Learner) - Elementary
	Readiness - Elementary	
Module 5 Teacher*	CEH	(Type "A" Class) (Classes for the Emotionally Handicapped)
	NIEH	(Neurologically Impaired and Emotionally Handicapped)
	Track IV	
Special Education**	HC-10	(Health Conservation)
	HC-20	
	HC-30	Junior High
	EMR	(Educable Mentally Retarded)
	EMR-DL	Junior High
	Readiness	Junior High
	TMR	(Trainable Mentally Retarded)
	Multiple Handicapped	
	Visually Handicapped	
	Hearing Handicapped	
	Teacher Moms	
	Autistic	
	Transitional	
	OTC	(Occupational Training Centers)
	ASTC	

* Pupils in CEH, NIEH and Track IV programs are scheduled for instruction during part of their lunch period and are dismissed one period earlier. For these classes, the special education classroom teacher's duty-free lunch period requires teacher coverage; preparation periods, taken at the end fo the day, require no coverage.

** Supervision requirements beyond normal school levels will be determined exclusively by the Division of Special Education. Staff to meet these needs will be provided by that Division.

F. High Schools

Findings

The Division of Special Education and the Division of High Schools (DHS) share the responsibilities of overseeing special education in the high schools according to no apparent division based on needs or capabilities. Although DSE staffs the special education classes in the high schools, DSE and DHS share supervisory and administrative duties. In return for this, funds are allocated to the high schools through the high school allocation formulae in a piecemeal approach through the use of (1) a small unit allotment based on the previous year's special education register; (2) the curriculum index which affects both staff and supplies (OTPS); and (3) special education teachers in regular classrooms. Next year a fourth allocation will be funded through an additional $200 per capita allotment in the unit allocation.

The Division of High Schools has 93 schools with special education classes serving many different types of handicapped students in a variety of settings. Students are in segregated settings or fully integrated settings. The number of special education students ranges from enough to fill one or two classes to more than a dozen classes, which makes special education the largest department in some high schools. The problem facing the Board of Education is how to plan and implement a special education program for such a variety of students in such diverse settings.

The Divisions of Special Education and High Schools share the responsibilities of overseeing special education in the high schools. This is not an easy relationship. DSE allocates the staff for the special education classes which includes teachers, paras, special education guidance counselors, and school-based support teams. Supervision of special education teachers is shared by the high school principals and DSE through itinerant supervisors. Supervision of other staff is the responsibility of DSE which again is accomplished

by itinerant supervisors. Such joint supervision is not easy to implement, particularly when special education is growing quickly in the high schools, and high school staff, faced with mounting staff reductions because of declining enrollment, must cope with a growing department in their midst. Almost all high schools have designated a staff person from the regular education to either be a liaison with special education staff or be the principal's designee to share responsibility for the program. Some high schools have a good relationship with the special education staff, including schools where special education staff comprise a full department in the high school. Other high schools have a more segregated pattern of relationships.

Until recently, the Divisions of High Schools and Special Education had no regular channel of communication to enable coordination. They are currently in the midst of agreeing upon the appointment of 35 on-site special education supervisors for whom both Divisions are jointly responsible. It is hoped that the appointment of on-site supervisory staff will alleviate tensions between regular education and special education in the high schools.

The high schools receive resources in two ways: (1) Each high school with special education classes receives staff necessary for these classes from DSE. (2) Funds are also allocated to the Division High Schools through the high school allocation formulae. These funds are quite small and in effect have come through a piecemeal approach of meeting the costs of the handicapped and not as a result of clear policy decisions. These funds are used at the discretion of the principal and there is no separate accounting procedure for this. The funds are based upon the number of handicapped

students in special education classes and in mainstreamed classes in the high school from the previous term.

The Division of High Schools operates with a unit allocation system rather than a dollar allocation. One unit equals one teacher of average salary for one semester. Other types of staff are either more or less than that one unit depending upon the cost of the staff. For example, school secretaries are .63 of a unit; guidance counselors are 1.14 units. The per capita allocation for special education students is .04.

Table 18 lists the number of handicapped students in Spring '80 and Fall '80 for each high school which generated part of a unit for that school's use.

Table 18

High School Special Education Registers and Unit Allocations

High School	# of Sp.Ed.Stud. Spring 79-80	Unit 80-81	# of Sp.Ed.Stud. Fall 80-81
BROOKLYN			
Abraham Lincoln	110	.49	140
Alex. Hamilton	51	.23	117
Bay Ridge		.17	56
Boys and Girls	97	.43	114
Brooklyn Tech.	26		
Bushwick	49	.22	86
Canarsie	121	.54	146
Clara Barton	42	.19	87
East New York	35	.16	65
Eastern District			15
Edward R. Murrow	274	1.21	331
Eli Whitney	124	.55	209
Erasmus Hall	50	.22	53
Fort Hamilton	33	.15	44
F.D. Roosevelt	53	.24	77
Franklin K. Lane	70	.31	91
Geo. Westinghouse	111	.50	131
Geo. W. Wingate	99	.44	99
James Madison		.61	167
John Dewey	28	.12	58

Table 18 (cont'd)

High School	# of Sp.Ed.Stud. Spring 79-80	Unit 80-81	# of Sp.Ed.Stud. Fall 80-81
BROOKLYN (cont'd)			
John Jay	124	.55	151
Lafayette	122	.54	137
Midwood	22	.10	41
New Utrecht	73	.33	
Prospect Heights	62	.27	103
Samuel J. Tilden	149	.66	191
Sarah J. Hale	59	.27	71
Sheepshead Bay	137	.61	156
South Shore	134	.59	166
Thomas Jefferson	47	.21	70
Wm. E. Grady	35	.16	50
Wm. H. Maxwell	21	.10	
QUEENS			
Andrew Jackson	26	.11	27
August Martin	74	.33	87
Bayside	87	.39	141
Beach Channel	82	.36	111
Benj. N. Cardozo	76	.34	157
Far Rockaway	124	.55	171
Flushing	145	.65	154
Forest Hills	101	.45	124
Francis Lewis	139	.62	
Grover Cleveland	56	.25	107
Hillcrest	128	.57	161
Jamaica	55	.25	56
John Adams	63	.28	65
John Bowne	23	.11	29
Long Island City	64	.28	82
Martin Van Buren		.49	177
Newtown	144	.64	198
Queens	46	.20	51
Richmond Hill	69	.31	97
Springfield Gardens	105	.47	149
Thomas A. Edison	93	.42	128
William C. Bryant	48	.21	40

Table 18 (cont'd)

High School	# of Sp.Ed.Stud. Spring 79-80	Unit 80-81	# of Sp.Ed.Stud. Fall 80-81
MANHATTAN			
Art & Design			16
Benjamin Franklin	81	.36	103
Chas. E. Hughes	146	.65	140
Fashion Industries	40	.18	61
George Washington	131	.58	146
Julia Richman		.49	134
Louis D. Brandeis	139	.62	143
Manhattan	62	.27	87
Martin L. King Jr.	100	.44	109
Murry Bergtraum	24	.11	29
N.Y. Printing	61	.27	84
Norman Thomas	40	.18	51
Park West	89	.40	111
Seward Park	97	.43	91
BRONX			
Adlai Stevenson	197	.68	222
Alfred E. Smith	47	.21	60
C. Columbus	151	.67	204
DeWitt Clinton	125	.56	178
Evander Childs	110	.49	
Harry S. Truman	148	.65	173
Herbert Lehman	151	.67	194
James Monroe	117	.52	155
John F. Kennedy	173	.77	204
Morris	106	.47	159
Samuel Gompers	67	.30	116
South Bronx	33	.15	60
Theo. Roosevelt	147	.65	203
Walton	131	.58	167
William H. Taft	124	.55	155
STATEN ISLAND			
Curtis	44	.19	68
New Dorp	51	.23	56
Port Richmond	47	.21	68
Ralph McKee	106	.47	98
Susan E. Wagner	128	.57	
Tottenville	71	.32	94

In almost every case more handicapped students were present in the high school in the fall than the previous spring. However, the unit the high school receives is based upon last spring's register. This results in a smaller unit than if an estimated register for the fall were used. An estimated register would be consistent with the high school formula as a whole.

The high schools receive additional parts of a unit in yet another way, through the curriculum index. The number of units each high school receives varies according to four basic elements:

a) estimated register based on the previous term's register adjusted by removing all Long Term Absentees. The register does not include special education students except for those served in resource rooms.

b) percent of pupils reading two or more years below grade level (PSEN).

c) curriculum index which is the average daily number of subjects taken by students, weighted for contractual class size maximums.

d) average class size of 31.5 students.

The curriculum index is the average daily number of subjects taken by all students in regular classes including mainstreamed handicapped students, weighted for contractual class size maximums: It is calculated through a fraction:

$$\frac{\text{\# of subjects taken by all students (including mainstreamed handicapped students)}}{\text{high school register (no handicapped students included)}}$$

Including mainstreamed students in the numerator results in a slightly inflated curriculum index and more funds for the school.

Mainstreamed handicapped students receive additional help through the use of special education teachers in regular classes. Special education teachers must give coverage to regular high school classes in exchange for the growing number of handicapped students being mainstreamed. The current formula is one coverage of a regular high school class by a special education teacher for every 34 classes in which handicapped students are mainstreamed.

Thus, there are at least three methods by which high schools receive units or dollars for their special education populations: a partial unit through a special education component, the curriculum index which affects both staffing units and OTPS, and coverages. Next school year a $200 per capita allotment will be a fourth method through which high schools receive resources for special education students.

These allotment patterns raise a basic policy issue that must be resolved. What are the funding needs of the high schools as they participate in the education of handicapped students? Such a question cannot be answered until BE establishes what services the high schools are responsible for as compared to the DSE. Once these policy decision are made, then the policies can be implemented through rational system of allocation.

Recommendations

The Board of Education must make major policy decisions to determine the needs of handicapped students in the high schools

and who will be responsible for meeting those needs and monitoring the services, the Division of Special Education or the Division of High Schools. After these decisions have been made, resources can be allocated according to a more rational system.

G. Transportation

Findings

25.7% of all students with handicapping conditions are served outside the home district. Most are bused. The Board of Education expects to bus 39,000 students by May 1981 for a cost of approximately $101 million. Districts with a high space utilization rate have a greater tendency to send students outside the district for services. Conversely, districts with a low space utilization rate tend to serve students from outside the district. However, this simple relationship does not explain all busing patterns. Some districts send out and take in equivalent numbers of students. The greatest percentage of students served outside the home district are in programs for the neurologically impaired emotionally handicapped. 5.6% of all students with learning disabilities in the city are served in generic resource rooms outside the home district.

Last year in FY 1980, 35,000 handicapped students were bused for a total cost of $96 million. This year the BE expected to bus 39,000 handicapped students by May for probably $101 million. Although busing patterns themselves have not been obtained, it is possible to establish the number of handicapped students served outside of their home district through DSE's data bank. Most of these children are bused. EPP has examined where students are served compared to where they live.

25.7% of all handicapped students in District 1 through 32 are served outside their home districts. The regional breakdown is as follows:

Region	Percent of handicapped students served outside the home district
Manhattan	29.0
Queens	28.7
Brooklyn West	28.4
Bronx	26.0
Brooklyn East	22.9
Staten Island	4.6

The original reason for serving handicapped students outside the home district was that certain special education programs in the home district were either unavailable or fully enrolled. However, with the growth of special education, more classes are offered for handicapped students throughout the districts and the need for students to be served outside the home district is not as great. Part of the meaning of the "least restrictive environment" requirement is that children should be educated as close to home as possible. Under the Jose P. April plan, the Board has agreed to find home district placements for September where requested and possible for children now sent outside their home districts.

An examination of where handicapped students are served reveals certain patterns. One obvious pattern is that districts with a high space utilization rate have a greater tendency to send handicapped students out of the district to be served. These districts are also less likely to take in handicapped students from outside the district. For example, District 6 with the highest utilization rate in Manhattan (109.3%*) sends 48% of its handicapped population outside the district. Brooklyn District 17 sends 50% of its handicapped population outside of the district. District 17's space utilization rate is also the highest in the borough, 102.9%.

* Board of Education, Enrollment Capacity Utilization, September 1980.

Conversely, districts with a low utilization rate are more likely to serve handicapped students from outside the district. District 26 in Queens with a 54.1% space utilization rate serves 1,974 handicapped students from outside the district.

However, the number of handicapped students served outside the home district does not consistently correlate to the space utilization rate in the home district. For example, 58% of the handicapped students served in District 2 live outside the district, but the space utilization rate for the district is not particularly low, 66.9%. The space utilization rate for District 28 is rather high at 81.5%, yet 35.3% of all handicapped students served in the district do not live in the district. District 29 in Queens sends the largest number of handicapped students of any school district outside the district for services. 1,185 handicapped students are sent outside District 29 for services which represents 47.8% of the total handicapped population living in the district. The space utilization rate for District 29 is 86.1% which, though high, is not the highest rate for a district in Queens.

Three districts send out and take in equivalent numbers of handicapped students. District 10 serves 766 students from outside the district and sends 790 students living in the district outside the district for services. The same is true for Districts 11 and 18. The available data do not suggest an explanation for this pattern. Some districts exchange students in the same handicap classification, again for no apparent reason.

The types of handicapped students served outside the home district were examined to determine if certain districts were or

were not serving a particular type of handicapped child. Table 19 indicates the percentage of learning disabled, neurologically impaired emotionally handicapped, HC-30 (brain injured), and emotionally handicapped students served outside the home district of the total handicapped population in each category living in the district.

Table 19

The Percentage of Handicapped Students Served Outside the Home District by Region

Region	Learning Disabled	NIEH	HC-30	(A Classes) EH
Manhattan	6.2%	26.7%	20. %	18.4%
Bronx	2.8%	19.2%	10.2%	14.2%
Brooklyn West	6.7%	24. %	15.7%	13.7%
Brooklyn East	7.1%	12.1%	7.2%	7.9%
Queens	5.3%	23.3%	13. %	16.4%
Average	5.6%	20.1%	12. %	13.1%

Source: Board of Education, DSE Data Bank, Pupil Distribution by Program as of 10/31/80.

For every handicap category except the learning disabled, a greater percentage of students are served outside the home district in Manhattan than in any other borough. School districts in Queens and Brooklyn West also send a greater percentage of students outside the home district to be served than the average boroughwide percentage for most programs. In most programs, school districts

in the Bronx and Brooklyn East send less than the average citywide percentage of students outside the home district to be served.

The greatest percentage, 20.1%, of handicapped students served outside the home district are in programs for the neurologically impaired emotionally handicapped (NIEH). Citywide, 13.1% of all emotionally handicapped (EH) students in "A Classes" are served outside the home district. The pattern of districts that send out or take in many neurologically impaired emotionally handicapped and emotionally handicapped students continues for the HC-30 (brain injured) population.

Only 5.6% of all learning disabled students in the boroughs are served outside the home district. The districts that stand out as sending out or taking in many learning disabled students are in Queens. Districts 29 and 28 send 83 and 40 learning disabled students respectively outside the district to be served. Districts 25 and 26 serve 60 and 90 learning disabled students respectively from outside the district. There is little reason for the learning disabled students to be served outside the home district. With the rapid development of generic resource rooms throughout the districts, a place for the learning disabled child within the home district should be accessible.

Recommendations

Special education staff should try to return special students served outside their home district back to the home district where appropriate programs exist in the home district and travel training has been provided. Times of articulation, when a child progresses from elementary to junior high or junior high to high school or

when his/her Individual Education Plan is reviewed are ideal to return the child to the home district. Parents should be solicited for their approval to bring their children back to the home district for services. The rapid growth of generic resource rooms in the districts which serve students with learning disabilities should provide students access to a resource room in the home district. As other special education programs proliferate, the need to send all types of students with handicapping conditions outside the home district for services should decrease.

CHAPTER V

Where the Dollars Are Going

A. Introduction

Findings

As of May 1, 1981, there were 1,984 vacancies of the DSE. A mid-year projected surplus was reallocated to fund one-time expenditures at the Board but was not used for special education services because DSE did not request a budget modification.

How dollars are budgeted and how dollars are spent are sometimes quite different. Budgets are based upon projections; actual allocations are based upon reality. Although it is not possible to trace actual expenditures of special education programs in each school, we can trace the filled positions in different budget codes.

How do budgeted positions compare to those actually filled in the Division of Special Education? As of May 1, 1981, there were the following filled positions:

Table 20

Headcount - 5/1/81
Budgeted vs. Filled

	Budgeted Positions	Filled Positions R Bank Pedagogues	H Bank Admin.	Total Filled	Vacancies
DSE	13,128	10,714	430	11,144	1,984

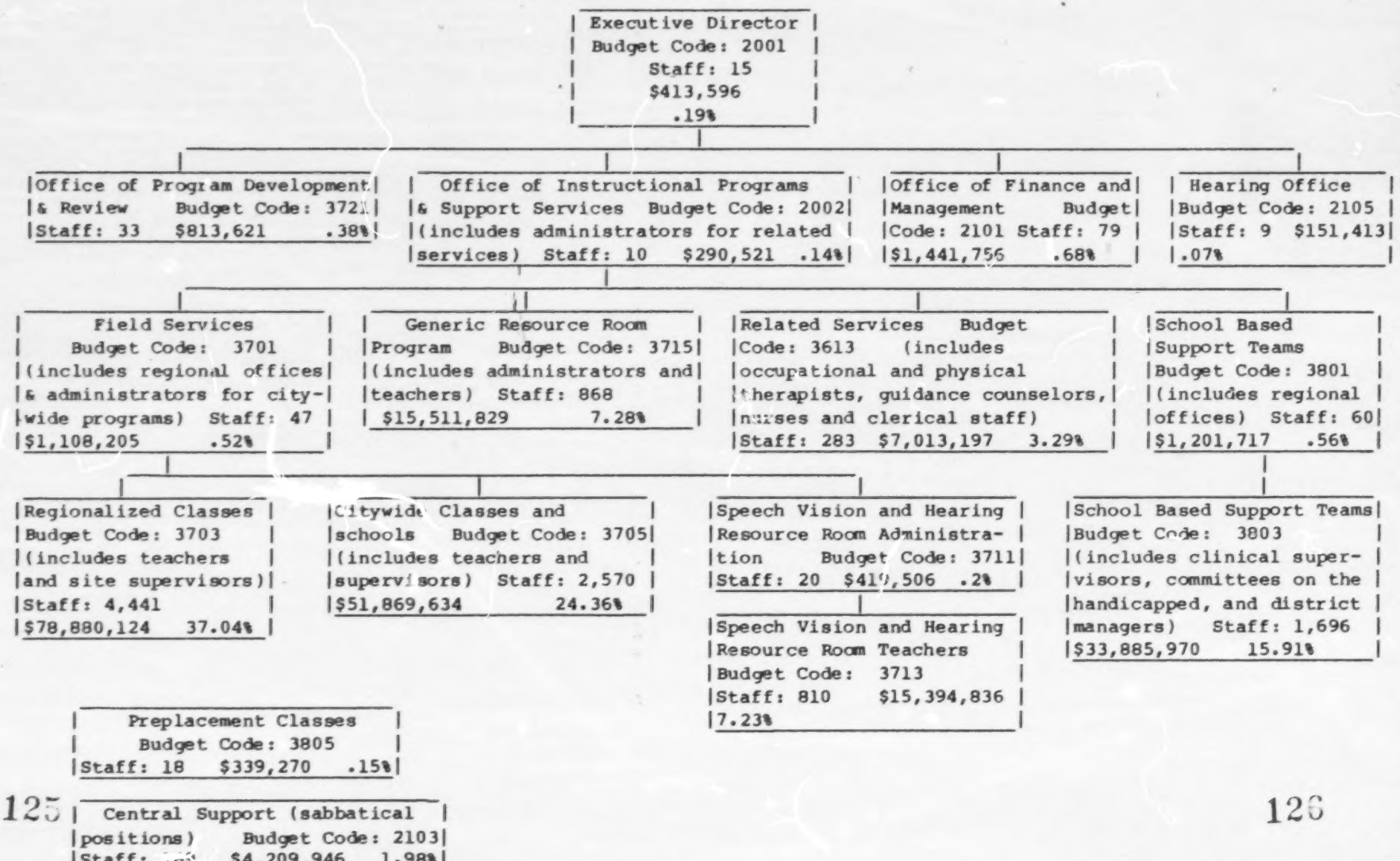
Source: BE Business and Administration, Headcount Summary, Payrolls as of 5/1/81.

The chart on the following page indicates the number of full-time staff on payroll in each budget code, the cost of that staff, and the percentage of PS (Personnel) each code takes. Please note that this chart reflects only the payroll for the R bank (pedagogues) and the H bank (administrators); paraprofessional and per diem staff are not

CHART 7
DSE PAYROLL

Source: Headcount Summary by U.A., Budget Code, Line Number and Payroll Bank from the Pentax Tape, R Bank 4/30/81, H Bank 4/24/81.

% PS of R (pedagogues) and H (administrators) Banks; $212,945,141


Executive Director
Budget Code: 2001
Staff: 15
$413,596
.19%
Office of Program Development & Review Budget Code: 3721
Staff: 33 $813,621 .38%
Office of Instructional Programs & Support Services Budget Code: 2002
(includes administrators for related services) Staff: 10 $290,521 .14%
Office of Finance and Management Budget Code: 2101 Staff: 79
$1,441,756 .68%
Hearing Office
Budget Code: 2105
Staff: 9 $151,413
.07%
Field Services
Budget Code: 3701
(includes regional offices & administrators for city-wide programs) Staff: 47
$1,108,205 .52%
Generic Resource Room Program Budget Code: 3715
(includes administrators and teachers) Staff: 868
$15,511,829 7.28%
Related Services Budget Code: 3613 (includes occupational and physical therapists, guidance counselors, nurses and clerical staff)
Staff: 283 $7,013,197 3.29%
School Based Support Teams
Budget Code: 3801
(includes regional offices) Staff: 60
$1,201,717 .56%
Regionalized Classes
Budget Code: 3703
(includes teachers and site supervisors)
Staff: 4,441
$78,880,124 37.04%
Citywide Classes and schools Budget Code: 3705
(includes teachers and supervisors) Staff: 2,570
$51,869,634 24.36%
Speech Vision and Hearing Resource Room Administration Budget Code: 3711
Staff: 20 $419,506 .2%
Speech Vision and Hearing Resource Room Teachers
Budget Code: 3713
Staff: 810 $15,394,836
7.23%
School Based Support Teams
Budget Code: 3803
(includes clinical supervisors, committees on the handicapped, and district managers) Staff: 1,696
$33,885,970 15.91%
Preplacement Classes
Budget Code: 3805
Staff: 18 $339,270 .15%
Central Support (sabbatical positions) Budget Code: 2103
Staff: [illegible] $4,209,946 1.98%

included. In several codes, the sum of total positions on payroll plus vacancies do not equal total budgeted positions indicating the discrepancies between the initial budget and planned expenditures by the end of the year.

To a large extent, these vacancies, combined with the slower-than-anticipated evaluation and placement rate, accounted for the DSE projected budget surplus which emerged midyear. In February 1981, SPP proposed reallocation of funds for one-time expenditures which would meet several demonstrated special education needs. (See Appendix C.) However, DSE never requested these or any other reallocations of the Board's Budget office and thus lost the opportunity to make use of available funds.

B. Administration & Supervision

Findings

There were 102 vacant budget positions in administrative and supervisory personnel. The approved budget for DSE included 123 more positions than appear on the April payrolls. Some of these vacancies exist for establishment of regional offices which are only partially staffed. However, payrolls for some units exceed budgets. Some of these have fewer staff than budgeted, but at higher salaries.

The total administrative costs for regional offices was $2.24 million by November 1980. Costs range from $26 to $46 per pupil in the regional offices.

Table 21 compares payrolls to the November budget for administrative offices at DSE. Table 22 compares payroll to the budget as modified by May 1, 1981.

Patterns of expenditures vs. budgets are erratic. Although, in general, administrative offices are understaffed, with a total of 123 fewer positions than budgeted, in several cases salaries, and hence,

total expenditures, exceed the budget. For example, the Office of the Executive Director has three fewer filled positions than budgeted, but the cost of this office is 11% over budget, for an additional cost of $40,860. One more person is on payroll than budgeted in the Office of Instructional Programs and Support Services, and the cost of the office is 21.8% over budget, for an additional cost of $52,039.

In contrast, the Office of Finance and Management has 36.3% fewer staff (45 positions) on payroll than budgeted. Due to budget modifications, there are only 33 positions remaining as vacancies in this office. $1,059,209 of the total amount budgeted, or 42.4% of that figure, has not been spent. However, a portion of funds allocated to this office may be paying the salaries of paraprofessional and per diem staff who are not accounted for in the R and H bank payrolls. Central Support, the code for paying personnel on sabbatical, included 29 more positions on payroll than were budgeted, but the cost of this unit is $649,488 less than budgeted.

In the Office of Field Services (regional offices and administrators of citywide programs) there are 15 vacancies (24.2%), but the payrolls are only $85,427 below budget or 7.2%. This would leave an average annual salary of $5,675 per vacant line, not including more than 14,000 budgeted hours of other personnel which would further deplete available funds. Again, actual salaries appear to significantly exceed those in the approved budget. There are no vacancies in Speech, Vision, and Hearing Resource Room Administration, but the office is 16.7% over budget for an additional cost of $59,996.

It is not clear whether more administrators were hired than were planned or whether individual salaries were higher than

TABLE 21

Budget vs. Payroll
DSE Administration

	DSE's Nov. 1980 Budget				DSE's April 1981 Payroll				
	Budgeted Full-time Positions			PS (Personnel) includes para-professionals & per diems				PS - does not include paras and per diems	Total Positions + / -
	R Bank Pedagogues	J Bank Admin.	Total		R Bank Pedagogues	H Bank Admin.	Total		
2001: Executive Director	10	8	18	$ 372,736*	9	6	15	$ 413,596	- 3
2002: Office of Instructional Programs & Support Services	6	3	9	238,482	9	1	10	290,521	+ 1
2101: Finance & Management	33	91	124	2,500,965	23	56	79	1,441,756	-45
2105: Hearing Office	2	9	11	185,056	2	7	9	151,413	- 2
3701: Field Services	36	26	62	1,193,632	34	13	47	1,108,205	-15
3711: Speech, Vision, & Hearing Resource Room Administration	10	10	20	359,510	11	9	20	419,506	--
3721: Program Development	35	10	45	1,005,384*	26	7	33	813,621	-12
3801: School Based Support Teams Admin.	72	35	107	1,906,308	40	20	60	1,201,717	-47
TOTALS	204	192	396	$ 7,762,073	154	119	273	$ 5,840,335	-123

* No paraprofessional or per diem staff budgeted

**Does not include:

2103: Central Support (sabbatical positions)		140	140	4,859,434	169		169	4,209,946	

Sources: Budget - The Division of Special Education, November 1, 1980.

Payroll - Headcount Summary by U.A., Budget Code, Line Number and Payroll Bank from the Pentax Tape; R Bank, 4/30/81; H Bank, 4/24/81.

NSE-4/1

Table 22

Headcount - 5/1/81
Budgeted vs. Filled
Administration and Supervision

Budget Code	Office	Budgeted Positions	Filled Positions R Bank	H Bank	Total	Vacancies
2001	Executive Director	18	9	6	15	3
2002	Office of Instructional Programs & Support Services	10	9	1	10	-
2101	Finance & Management	112	23	56	79	33
2103	Central Support Admin. (Sabbaticals)	158	169	-	169	(-11)
2105	Hearing Office	12	2	7	9	3
3701	Instructional Program Administration	63	35	13	48	15
3711	Resource Room Admin.	20	11	9	20	-
3721	Program Development	47	27	7	34	13
3801	Support Central Administration	106	40	20	60	46
	TOTALS	546	325	119	444	102

Source: Headcount Summary, Board of Education, Payrolls as of 5/1/81.

originally budgeted. The clear implication, however, is that Board of Education internal controls over budget modifications and hiring have not been applied in some DSE offices.

There were 13 vacancies (12 fewer positions than in the budget) in the Office of Program Development and $191,763, or 10.1%, of the dollars budgeted for this office are not spent. In the administrative codes, the Office for School Based Support Teams has the most vacancies. $704,591 or 37% of funds allocated to this office have not been spent, presumably because 46 positions are vacant (the total is 47 below budget). This code includes the regional offices.

The regional organization for DSE can be divided into three parts: support administrative staff for school based support teams; field administrative staff for instruction; and finance and management.

Table 23 shows the budgets for the regional offices as of November, 1980.

Table 23

Regional Offices Budgets

Regions	Support		Field		Finance		Total	# of	Cost
	#	$	#	$	#	$	$	Handicapped Sts.	Per Stud.
Manhattan	22	$284,835	8	$125,534	3	$ 47,760	$458,129	10,058	$46 per
Bronx	14	188,804	14	207,753	3	57,100	453,657	12,429	37
Brooklyn E.	14	217,235	7	108,600	3	49,141	374,976	21,095	35
Brooklyn W.	18	216,021	6	92,542	3	57,100	355,663	11,854*	30*
Queens	19	251,543	7	114,726	3	56,080	422,349	16,354	26
Staten Island	7	115,757	2	19,490	2	28,000	163,247	3,745	46
TOTAL	941	$1,274,195	44	$668,645	17	$295,181	$2,235,085	75,535	

Source: Division of Special Education, Memorandum, 11/19/80.

* Estimated, not included in memorandum.

Manhattan and Staten Island regional offices have the largest budget per handicapped child; primarily the dollars lie in the support staff for SBSTs. The borough least staffed is Queens at $26 per child. There is no apparent rationale for the distribution of regional staff. The Bronx has the largest field services staff for instruction reflecting the longevity and commitment to developing instructional services in the region, although total expenditures per student rank third.

The total administrative cost for the regions is $2.24 million, or 38.3% of administrative costs.

The continuing question is whether or not DSE's organization should be completely decentralized and 32 district offices opened or whether six regional offices should be maintained. At this point the six regional offices exist to supervise the work in the region whether it be of a supportive nature such as school-based support teams or instruction such as the supervision of teachers. Recently, itinerant clinical supervisors who were located in regional offices were relocated in the district offices of the District Committees on the Handicapped. District managers have also been recently hired for some districts.

The district level DSE staff consists of the District COH, SBSTs, and their support staff (clericals and office aides), and outreach workers. In addition, district offices to coordinate placement problems, each with a supervisor and a district manager are planned, although staffing is incomplete. The district managers are envisioned as coordinators of special education for each district. As of November, only 7 of the 32 budgeted lines for district manager were on the payroll ranging in salary from $22,162 to $32,705.

The disturbing question about the district administrative level of DSE is whether its function is separate and distinct from a regional level. This problem of where major responsibility should lie creates problems for building a proper organization. Until the basic policy is set as to where responsibilities will be located, it is difficult for the Division to create a firm organizational structure. EPP's concern is that, until such a decision is made, both organizations will be utilized, which is unnecessarily costly.

C. Support Services - Related Services & SBSTs

Findings

The major problems with support services are staffing problems. No district has enough school based support teams; some districts in poverty areas are not able to fill their lines. The range is from one team for every 7.7 referrals to one team for every 67.5 referrals. In fact, the actual disparity has widened since the budget was approved. The shortage of occupational and physical therapists is particularly acute.

Support services, whether school based support teams or special education guidance counselors or occupational therapists has major staffing problems. Tables 24 and 25 compare support budgets to payrolls. They reflect the enormous number of vacancies in school based support teams and related services. The vacancies for both budget codes total 484.

TABLE 24

Budget vs. Payroll
DSE Support Services

	DSE's Nov. 1980 Budget				DSE's April 1981 Payroll				
	Budgeted Full-time Positions			PS (Personnel) includes para-professionals & per diems				PS - does not include paras and per diems	Totals + / -
	R Bank Pedagogues	J Bank Admin.	Total		R Bank Pedagogues	H Bank Admin.	Total		
3613: Related Services	372	76	448	7,113,548	259	24	283	7,013,197	-165
3803: SBST/COH	1,528	462	1,990	37,997,733	1,430	266	1,696	33,885,970	-294
TOTALS	538	1,900	2,438	45,111,281	1,689	390	1,979	40,899,167	-459

Sources: Budget - DSE, November 1, 1980.

Payroll - Headcount Summary by U.A., Budget Code, Line Number and Payroll Bank from the Pentax Tape; R Bank, 4/30/81; H Bank 4/24/81.

TABLE 25

Headcount - 5/1/81
Budgeted vs. Filled
SUPPORT SERVICES

Budget Code	Office	Budgeted Positions	Filled Positions R Bank Pedag.	J Bank Admin.	Total	Vacancies
3613	Related Services	450	259	24	283	167
3803	SBST/COH	2,014	1,431	266	1,697	317
	TOTALS	2,464	1,690	290	1,980	484

Source: Headcount, Board of Education, Payrolls as of 5/1/81.

1. School Based Support Teams

In the case of school-based support teams, budgets and payrolls are quite similar. However, they are in scarce supply. One principal stated that his SBST had not come to the school until February. Some schools still do not have an assigned SBST.

Although the budgeted ratios are not exactly equal, the ratios are quite dependent upon the allocation criteria. However, criteria aside, what is most disturbing about the allocation of SBSTs, since there are not enough as it is, is that certain districts cannot staff SBST as can others.

Table 26 compares the number of SBSTs to referrals in each district.

The ratios of SBSTs on payroll to the number of referrals and reevaluations for December, 1980 through February, 1981 range from a low of one team for every 7.7 referrals in District 15, to a high of one team for every 67.5 referrals in District 28 (as compared to budgeted ratios ranging from 1/13.5 to 1/57.1). The ratios of educational evaluators on payroll to referrals range from 1 to 13.3 in District 32 to 1, to 73.3 in District 28 (as compared to budgeted ratios of 1/16.6 to 1/68.5). The ratios of total professional staff on payroll to referrals range from 1 to 3.1 in District 15, to 1 to 22.5 in District 28 (as compared to budgeted ratios of 1/4.0 to 1/18). Recruitment problems explain the lack of staff and an increase in the ratio of staff to referrals since the budget was adopted. However, there is no fiscal justification for those 17 districts that have a better staff/referral rate ratio than budgeted while 14 other districts are faring worse. Recruitment problems and the perceived

undesirability of placements in poverty districts is only a partial explanation.

In fact, for each type of personnel, the disparity among districts has increased over that indicated by the approved budget. The average district has a ratio of one SBST on payroll for every 27 referrals. The average ratio of budgeted staff to referrals is one SBST for every 28 referrals. The average ratio of budgeted staff to referrals is one SBST for every 25.2 referrals which is quite similar to the payroll ratio. Districts 9, 18, 24, 27, 28 and 30 have ratios that exceed one SBST on payroll for every 35 referrals. The following districts have fewer SBSTs on payroll in May, 1981 than were budgeted in November, 1980: 2, 6, 16, 23, 27, 28, 29, 31. Of that group, Districts 27 and 28 were cited as having high payroll ratios. Districts 5, 8, 10, 13 and 17 have more SBSTs on payroll than were budgeted. Districts 10 was cited as having a high ratio of budgeted staff, and the increase in staff on payroll improved that ratio. Similarly, District 5 had a high ratio of budgeted SBSTs and the payroll ratio also improved. The budget and payroll ratios for District 8 remain similar. District 13, which had 5 more teams on payroll than were budgeted, has a significantly low ratio of one SBST on payroll for every 19.1 referrals. It is questionable whether District 13 needed the additional teams as urgently as other districts when the ratio of budgeted teams to referrals in District 13 is one team for every 20.9 referrals which is below average. District 17, which has 3 additional teams on payroll, also has a low ratio of one team on payroll for every 15.2 referrals.

TABLE 26
SBSTs ON PAYROLL

District	SBST Teams	Dec. 1980-Feb. 1981 Referrals	SBST/ Referrals	Prof. Staff*	Prof. Staff Referrals	Ed. Evaluators	Ed. Evals./ Referrals
MANHATTAN							
1	10	166	1/16.6	28	1/ 5.9	8	1/20.8
2	14	287	1/20.5	42	1/ 6.8	12	1/23.9
3	10	257	1/25.7	28	1/ 9.2	8	1/32.1
4	8	144	1/18	24	1/ 6	7	1/20.6
5	9	141	1/15.7	27	1/ 5.2	7	1/20.1
6	6	182	1/30.3	21	1/ 8.7	8	1/22.8
BRONX							
7	10	230	1/23	29	1/ 7.9	8	1/28.8
8	13	301	1/23.2	34	1/ 8.9	8	1/37.6
9	10	373	1/37.3	29	1/12.9	8	1/46.6
10	13	311	1/23.9	39	1/ 8	10	1/31.1
11	16	303	1/18.9	43	1/ 7	10	1/30.3
12	12	172	1/14.3	32	1/ 5.4	7	1/24.6
BROOKLYN W.							
13	10	191	1/19.1	31	1/ 6.2	11	1/17.4
14	8	147	1/18.4	25	1/ 5.9	8	1/18.4
15	16	123	1/ 7.7	40	1/ 3.1	8	1/15.4
16	7	157	1/22.4	23	1/ 6.8	8	1/19.6
17	11	167	1/15.2	33	1/ 5.1	10	1/16.7
20	11	506	1/46	32	1/15.8	10	1/50.6
BROOKLYN E.							
18	9	338	1/37.6	26	1/13	8	1/42.3
19	13	355	1/27.3	35	1/10.1	9	1/39.4
21	15	495	1/33	41	1/12.1	11	1/45
22	14	364	1/26	39	1/ 9.3	11	1/33.1
23	9	146	1/16.2	27	1/ 5.4	9	1/16.2
32	8	120	1/15	28	1/ 4.3	9	1/13.3
QUEENS							
24	12	689	1/57.4	34	1/20.3	10	1/68.9
25	14	441	1/31.5	36	1/12.3	8	1/55.1
26	12	276	1/23	32	1/ 8.6	7	1/39.4
27	14	795	1/56.8	45	1/17.7	14	1/56.8
28	11	743	1/67.5	33	1/22.5	10	1/74.3
29	12	407	1/33.9	40	1/10.2	15	1/27.1
30	9	325	1/36.1	28	1/11.6	9	1/36.1
STATEN ISLAND							
31	17	530	1/31.2	50	1/10.6	14	1/37.9
TOTALS	363	10,182				300	

* Total Educational Evaluators, Psychologists, and Social Workers.

2. Related Services and Instruction

Related services and instruction also reflect major staffing problems:

Table 27

Full-time staff	Budgeted	Filled	Starting Salary
Occupational Therapists	25	15	$16,171
Physical Therapists	25	9	16,171
Staff Nurse	23	8*	15,100

Source: Budgeted DSE, Board of Education, 11/18/80.
Filled DSE, Board of Education, 5/1/81.

*as of 11/18/80.

There are sources for these staff other than full-time staff. Consultant funds are used to pay occupational and physical therapists at $14.28 per hour. In November, there were eight occupational therapists and six physical therapists working part time for the Board of Education. The reimbursable program also funds some staff. There are 19 staff nurses paid for out of PL 94-142 Part VIB funding. The scarcity of support staff remains a major problem at the Board of Education.

Similarly, Table 28 on instructional services underscores the high vacancy rates for teaching staff. Specifically, the resource room program has not been implemented throughout the system as initially planned. This reflects two major problems discussed previously in this report -- teacher recruitment difficulties and the significant overestimate of students requiring resource room services following evaluation.

Recommendations

Strict budget modification and position controls should be applied to DSE. Personnel should be hired only when essential and within the salary range for which they are budgeted.

Support services (including SBSTs, guidance counselors and occupational and physical therapists) must be enriched and assigned equitably. Coordinating school services with developmental disabilities centers and other private clinics should be explored to supplement support services. All possible recruitment and planning efforts should be pursued to attract professional staff.

TABLE 28

Budget vs. Payroll
DSE Instructional Services

	DSE's Nov. 1980 Budget				DSE's April 1981 Payroll				
	Budgeted Full-time Positions			PS (Personnel) includes para-professionals & per diems				PS - does not include paras and per diems	Total +/-
	R Bank Pedagogues	J Bank Admin.	Total		R Bank Pedagogues	H Bank Admin.	Total		
3703: Regionalized Classes	4,396	7	4,403	$ 77,175,663	4,438	3	4,441	$ 78,880,124	+ 38
3705: Citywide Classes and schools	2,959	12	2,971	64,599,606	2,566	4	2,570	51,869,634	- 41
3713: Speech, Vision, & Hearing Resource Room Teachers	1,232	5	1,237	20,286,698	807	3	810	15,394,836	-427
3715: Generic Resource Room Program	1,503	26	1,529	18,638,034	862	6	868	15,511,829	-661
3805: Preplacement Classes	26	2	28	538,347	18		18	339,270	- 10
TOTALS	10,116	52	10,168	181,238,348	8,707	16	8,689	161,995,693	-1,478

Sources: Budget - DSE, November 1, 1980

Payroll - Headcount Summary by U.A., Budget Code, Line Number and Payroll Bank from the Pentax Tape; R Bank, 4/30/81; H Bank 4/24/81

CONCLUSION

The Division of Special Education is responsible for educating more than 90,000 of our most vulnerable public school students. This study underscores repeated problems in every area that arise from the administrative confusion at the Division. The failure to establish a coherent policy has produced a patchwork structure. Lines of authority are unclear and funding responsibilities are confusing. Several administrative layers are established, none of which is fully staffed and operational.

As the Board of Education discusses yet another reorganization of special education services, the following issues must be resolved as the foundation of any new design.

- The administration of the Division of Special Education must be pared down. Whether districts or regions are finally identified as the administrative unit, duplicative offices should be dismantled. The Division's resources and staffing must focus on school-based services and on serving the child in the classroom.

- The Division of Special Education must establish clear lines of supervision and authority. Only then can education programs be monitored. Accountability is an essential component of a system that is dispersed among almost 900 schools. For every program, there must be one person with clear authority who can be answerable to parents and students. To complement this responsibility, there must be a system of monitoring and sanctions to ensure that all programs comply with federal, state and city mandates and standards of quality.

- On the school level, special education classes should be clustered to provide a range of services. It is important that a staff person be designated as a coordinator and have the time available to integrate the special education services with other programs in the school.

- Recruitment efforts must be a priority, to ensure that there are sufficient numbers of personnel to staff the system. Appropriate and timely licensing is and should be recognized as an important component of effective recruitment.

- As staff and resources are added, they must be allocated in an equitable manner.

The recent increase in the number of students receiving special education services demonstrates the Board of Education's commitment to identify students with special needs. It is now time to fulfill this commitment by providing the highest quality services to all children needing special education.

APPENDIX A

PROGRAM DESCRIPTIONS

HC-10: Health Conservation-Bus Classes

Certified chronic physical disabilities and moderate orthopedic handicapping condition, e.g., heart disease, fractures, Sickle Cell Anemia, severe asthma, etc.

HC-20: Health Conservation 20 - Orthopedic Units

Age, beginning at 4 years 8 months for screening. Certified conditions such as cerebral palsy, muscular dystrophy, spina bifida, etc. must be so seriously disabled that the releatively minor adjustments of the regular health conservation class would not possibly serve the complex needs of these children. Normal intellectual range.

HC-30: Health Conservation 30

Age, beginning at 6 years of age. Evidence of organically-certified brain injured. Potentially normal intelligence -- not mentally retarded. Learning difficulties which seem to be attributable to perceptual disorders. Emotional disturbances, if present, not to exceed those which would preclude successful participation in the school group. Absence of mental illness. Orthopedic, visual or acoustical handicaps, seizure disorder, if present, alleviated by appropriate measures, in order to minimize interference with the individuals functioning in the class setting allowing for classroom management without undue hardship. Complete toilet training and self-care in feeding and dressing. Favorable prognosis of adaptability to a group situation.

NIEH: Neurologically Impaired - Emotionally Handicpaped

Minimum age of six years. Diagnosed as neurologically impaired and emotionally handicapped with an organically determined perceptual disability. Classified as being normal or potentially normal intellectually by formal examination. Favorable prognosis of adaptability to a group situation.

Multiply Handicapped

Multiple handicaps which may include neurological impairment, physical handicaps and sensory disabilities in the areas of language, hearing and vision. Children in the full range of intelligence are acceptable. Serves multiple-handicapped children for whom there is

no educational program within special educational facilities, children with multiple disabilities whose primary educational needs are not clearly determinable, and those children whose educational problems can be met only by more than one facility.

Readiness

Children with severe learning disabilities ranging in age from four years nine months through six years. Children who have one or a combination of the following: developmental lag; delayed speech, hearing and language impairment, perceptual difficulties, gross and/or fine motor impairment, as well as children who have difficulty getting along with others, who are hyperactive or withdrawn.

C.E.H.: Moderately and Profoundly Handicapped
(Formerly A and B Classes)

A primary diagnosis of moderate or severe emotional handicaps. Average or above average intellectual capacity, an absence of major neurological deficit and an ability to profit from group experiences without damage.

T.M.R.: Trainable Mentally Retarded

Age ranges from five to twenty-one years old. Moderate degree of retardation, generally below I.Q. of 50. Not usually capable of pursuing the goals of the E.M.R. program, and is more limited in the potential for adequate interaction and occupational placement. Marked delay in learning to speak and walk. Not likely that academic achievement will exceed third grade level.

E.M.R.: Educable Mentally Retarded

Mild mental retardation with an I.Q. of approximately 50-75. May reach school achievement of about sixth grade. Goal is to achieve social and vocational skills which will allow them to be, partially or totally, self-supporting, and perhaps capable of semi-independent or independent living.

Generic Resource Room

Serves children who cannot function productively in their regular classes for a continuous school day. They attend the resource room for specified periods on a regular schedule daily. Special resource rooms serve children with sight and hearing handicaps.

APPENDIX B

SCHEDULE D

DIVISION OF SPECIAL EDUCATION

COMPOSITION OF BUDGET CODES

Budget Code	Program	Principal Components
2000	Lump Sums	Collective Bargaining
2001	Executive Director	Executive Director Student Advocacy Office
2002	Office of Instructional Programs Support Services	Office of Asst. Superintendent
2101	Finance and Management	Finance and Management OTPS for all of the above
2103	Central Support (SBST)	Sabbaticals and Leaves Per Diem Substitutes Telephones for entire Division
2104	NYSTL Textbook Law	NYSTL for entire Division
2105	Hearing Office	Hearing Office on Appeals
2110	Private Schools	Tuition for Private Schools for Handicapped Maintenance for Private Schools for Handicapped
3613	Related Services	Nurses, O.T., P.T. Guidance Counselors
3701	Field Services	Central & Regional Administration, OFS
3703	Regionalized Classes	Instruction and Supervision for Day Schools, Autistic, Teacher-Moms, Track IV, DH, CMHC, OTC, ASTC, SCD, SLHIC, Hospital, Readiness, Home Instruction
3711	Speech, Vision and Hearing Resource Room	Central Administration for HVS
3713	Speech, Vision, and Hearing	Instruction and Supervision for classes, resource rooms, and itinerant services in: hearing vision, speech School for the Deaf Speech Centers Moderately Speech Impaired Program
3715	Generic Resource Rooms	Generic Resource Room Program
3721	Program Development	Central Administration of Program Development
3801	School Based Support Team Administration	Central Administration of OSSS Central Based Support Team Program Development Special Services
3803	SBST	School Based Support Teams
3805	Preplacement Classes	Preplacement Program

EDUCATIONAL
PRIORITIES
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APPENDIX C

February 3, 1981

Dr. Jerry Gross
Board of Education
110 Livingston Street
Brooklyn, NY 11201

Dear Jerry:

A substantial surplus has been created in the Division of Special Education because of the Board's inability to recruit and hire a sufficient number of teachers and support staff.

We understand that the use of this surplus must be limited to one-time expenses during the current fiscal year. Consequently, we have explored the needs of students and staff in the Division of Special Education and have established that there are needs which could be funded this fiscal year with the surplus. We have divided these items into OTPS: Equipment, Instructional Materials, Supervisory Needs in the Districts, Consultants, and PS: Board of Examiners and Recruitment.

1. PS

A. Recruitment Efforts

Certainly the Board of Education must have a detailed and complete campaign to recruit teachers that includes active college recruitment, surveying the paraprofessional pool to determine who may be close to fulfilling the necessary qualifications for teaching, and reaching beyond the immediate metropolitan area for new teachers.

B. Teacher and Psychologist Training

Reports from teachers in the field are that they have not received enough training to cope with their classes. The Board ought to concentrate funding for on-site training of teachers which could be organized through cooperation with local colleges.

The complete lack of training for inexperienced psychologists is a glaring shortcoming of current staff development. This problem could also be addressed with funds for on-site training using colleges or psychological associations to recruit trainers.

MEMBERSHIP: Advocates for Children • Alliance for Children • The American Jewish Committee • ASPIRA of New York • Association for the Help of Retarded Children • Citizens Committee for Children of New York, Inc • The City Club of New York • City-Wide Confederation of High School Parents Associations • Coalition of 100 Black Women • Community Council of Greater New York • Community Service Society • Junior League of Brooklyn • Junior League of New York City, Inc • League of Women Voters • NAACP • New York Urban Coalition • New York

2. OTPS

A. Equipment

As EPP staff members have visited schools, they have asked about the needs of students in terms of equipment and identified various needs. The following requests and recommendations are examples of OTPS needs: The HC-20 (orthopedically impaired) population should have electric typewriters with guards on every level, elementary, junior high and high school. On the elementary school level, sand and water tables are in great demand as well as casettes and taperecorders. On the junior high school and high school level, there is a definite need for casettes and taperecorders. In particular, for the HC-30 (brain-injured) population, there is a need for videotaping equipment which includes portable TV cameras and monitors.

The TMR Track IV severe and profound retarded population has been denied basic supplies for personal needs such as Pampers. Parents have often been forced to augment supplies which ordinarily are supplied by a well run educational program.

There is no doubt that art and vocational education programs must be targeted. Paints and clay are often at a minimum.

B. Instructional Supplies

There must be an adjustment for OTPS for classroom supplies and textbooks in classes that are affected by the class-size variance. Ten textbooks no longer serve when a classroom's population has been increased to fifteen. This should take place immediately.

An allotment for those classes opening this spring should be made so that supplies are available at the time that children begin to attend.

C. Supervisory Needs in the Districts

A survey of their needs for typewriters and duplication of materials should be taken.

D. Consultants

Funds should be shifted from PS to OTPS to purchase consultants' time in the areas of occupational and physical therapy to address the recruitment problems.

Sincerely,

Helen C. Heller

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Coordinator